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REPORT

ON

THE ADMINISTRATION

OF

BENGAL

1871-72. 132949

PART I.—THE GENERAL REPORT.

PART II.—APPENDIX: DEPARTMENTAL CHAPTERS AND
" STATISTICAL RETURNS.

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PART I.

THE GENERAL REPORT.

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BENGAL ADMINISTRATION REPORT

For the year 1871-72.

LAST year's report explained the constitution of the Bengal

Plan of the report.

Government, the character and limits of the countries which it administers, the frontier tribes and frontier questions, the provincial and district divisions of the territory, and the administration of the year ending with March 1871. The present report will be principally confined to the events, measures, and administrative history of the subsequent period, with just so much retrospect of the past as is necessary to make the present understood.

In so great an administration, comprising so many and so weighty departments, it is impossible to send in a complete report at a very early date, if it is to comprise the various facts, figures, and observations supplied by the heads of departments and the Commissioners of the principal local divisions. If the report is hurried, much that is interesting and important must be omitted; if it is kept back for all the information which is duly digested in each department at the end of each year, it cannot be commenced till a good many months after the close of the year. On the whole, the best method will probably be that adopted on the present occasion, viz. to wait for the detailed figures and reports of the past year, but to include in the general report brief notice of anything remarkable or important that has occurred in the intervening period. In this view, six months may be allowed to collect the reports and figures after the close of the official year on the 31st March, and the general report may be completed in October. The present report may then be considered to some extent and for some purposes to continue the administrative history of Bengal down to October 1872.

It should be remembered, however, that while the General and Revenue Departments make most of their returns to the end of the official year, those connected with the Judicial Department, the Police, Jails, and returns of Criminal and Civil Justice, and the principal Medical Reports, are made up for the calendar year, and extend no further than the end of 1871.

The plan of this report is to place first a general report of the whole administration, and then to append separate chapters giving the details of the principal departments which submit separate reports to the Government.

The past year, if not one of complete peace, was one of abundance and general prosperity. The rains of 1871 were extraordinarily abundant. In this respect indeed the season was most abnormal. There was scarcely at all the usual dry and hot season of the early summer, much rain in the early months having almost obliterated the distinction between the hot and rainy seasons. Throughout the usual rainy season, the rains were, in by far the greater part of the country, plentiful beyond precedent; yet in a portion of north-east Bengal, together with lower Assam and the adjacent hills, the fall was below the average.

By way of contrast it may be here mentioned that the rains of 1872 have been equally abnormal, but the departure from rule has been in the opposite direction. The season has been dry beyond all experience. Scarcely a drop of the rain which generally comes with occasional storms broke the dryness of the hot weather, and throughout the usual rainy season there has been hardly a single general and far extended heavy fall. The partial and fitful rains, falling in capricious showers here and there in the most irregular way, have in most districts up to the middle of October scarcely amounted to more than half the usual fall. Yet in at least one important district of Eastern Bengal the rainfall of 1872 has been extraordinarily large, and it is understood that in the North-Western Provinces and Punjab there has been a most unusually large rainfall. The years 1871-72 have thus been seasons of extreme climatic disturbance.

The abundant rains of 1871 ceased somewhat early, and in the cold season of 1871-72 there was less than the usual moisture.

Although the main crops of 1871 were abundant, and the year, as has been said, was generally prosperous, all crops did not benefit by the prolonged and excessive rainfall. The effect on the different classes of crops of excessive rain in one year, and of very deficient rain in the next, has hardly been what might at first sight have been expected. It might be supposed that the crops on the high and dry lands would benefit by abundant rain, and suffer from deficiency of rain. The fact has been just the other way. Great complaints were made that the excessive rain of 1871 had ruined the higher crops of the hilly Sonthal Pergunnahs, and unfavorably affected other crops grown in dry situations in the rainy season; while the early cessation and small sequence of the rains rendered the cold weather crops not very productive. Altogether the season 1871-72 was comparatively unfavorable for what are in some parts of India called dry crops; but as rice is the main staple of these provinces, the general result of the season was certainly good. In the summer of 1872, on the other hand, the extraordinarily scanty rains, happily distributed, have given an unprecedented early crop in the higher lands of Behar, and in all the hilly countries of Chota Nagpore and the Sonthal Pergunnahs, and there has not been much complaint of the early rice crops of Bengal. Great apprehensions have been felt for the main or late rice crop over great part of the country, but rain now falling (in the latter part of October), gives great hopes of much improvement in this prospect, and of a favorable commencement for the cold weather crops.

Of the principal staples of European industry and commerce, the indigo of 1871, though good in Behar, was much injured by the heavy rainfall in Bengal Proper; while the tea crop was abundant beyond any former year, and the tea interests were most prosperous. In 1872, on the other hand, with so scanty rain the indigo crop in Bengal has been good beyond all precedent, and it is believed that the result is almost equally favorable in Behar. But the tea plantations have, it is understood, not been so productive as in the previous year.

The peculiarity of the season 1871-72 seems to have much affected the trade in oil-seeds, which are mostly produced in

the cold weather or on dry soils, and which seem to have greatly failed.

The jute crop was an extraordinary one: that great mercantile staple of Bengal never was so abundant. It may be noted, however, that much of the jute comes from the part of the country where the rainfall of the season was rather less than usual, and in the present year of scanty rain the reports of the jute appear again to be very favorable.

The opium crops of both 1871 and 1872 have been unfortunate. In each year crops of great promise were much shortened at the last moment by the weather of the early spring, the cloudy and moist weather having caused a blight in 1871, while the dry winds caused a short crop in 1872.

Evidently the two seasons 1871-72, abnormal in all respects, give much scope for inquiry both as respects meteorological science and the effect of peculiar climatic conditions on agriculture, health, and the condition of the people and the country. We still know little of the course of the monsoons, of the circumstances under which the summer rainfall is thrown sometimes on the east, sometimes on the west of the Bay of Bengal, and under which it is sometimes abundant in Bengal and scanty in the North-Western Provinces, and sometimes, as in 1872, almost deserts Bengal and falls in great quantities in northern India. We still do not know whether the rainfall of northern India is most connected with the rain-bearing currents which, coming to Bengal from the south, are deflected to the west by the Himalayan range, or with those which come up from the western coast. Still less do we know whether the south-easterly currents which not unfrequently prevail in Bengal in the latter part of the rainy season, and the considerable after fall which is not unusual towards the end of October, have any connection with the currents which cause the north-east monsoon falling on the south-western coasts of the Bay of Bengal. It is most desirable that these subjects should be studied, since they may not improbably enable us to understand better the course of the seasons, and in some degree to forecast them.

The Lieutenant-Governor of Bengal is much tied to Calcutta in the cold season (in which tours are chiefly made in

Lieutenant-Governor's tours.

other parts of India) owing to the presence at that time of the Government and Legislature of India and the mass of business which then comes forward. The sittings of the Bengal Council have also been unusually prolonged both in 1871 and in 1872, and the Lieutenant-Governor has in each year not been free till August. But in the autumn of 1871 he made a very extensive tour in Eastern Bengal and Assam, and afterwards visited some of the Behar districts; and since the closing of the Council in 1872 he has visited many districts of Central and West Bengal (including those suffering from fever) and some of those in Behar, and has seen much of the Chota Nagpore Commissionership.

The excessive rainfall of 1871 caused great floods in Central Bengal, in some of the districts most under the domain of the great rivers; but the only great flood of very widely disastrous consequences was that which affected the districts of Moorshedabad, Nuddea, and Jessore, but more especially Nuddea. The embankments on the left bank of the Bhagiruttee, in the Moorshedabad district, gave way, and the waters from that and other directions swept into the Nuddea district, carried away portions of the Eastern Bengal Railway, and poured into parts of Jessore.

Even in this case, however, the result almost justifies the converse of the English proverb and a statement that rain never breeds dearth in India. The losses in Nuddea and parts of other districts were certainly excessive. The Lieutenant-Governor himself saw a state of things from which he could hardly have believed that the population could have emerged, still less that they could have emerged self-supporting. Yet they showed wonderful self-reliance and self-help, and eventually made very little demand for the assistance which the Government was prepared to give in case of need. There was little loss of life, but a terrible loss and mortality among cattle.

The means of the flooded districts have, no doubt, been decreased to such a degree that it will take them some time to recover; but perhaps the Indian proverb "The corner of a field saved from flood is worth ten fields saved from drought," explains in some degree their recovery. Whatever crop does not perish, produces abundantly, and the after effects of flood are very good. Certainly the districts so unfortunate in 1871 seem now to be getting on pretty well without great complaint or appeal for public aid.

The excessive moisture of 1871 does not seem to have been on the whole unfavorable to health; on the contrary throughout the greater part of the country the season was remarkably healthy—in Calcutta especially so. Cholera was comparatively very little prevalent. We have not yet in Bengal any vital statistics worthy of the name; but the jail and other statistics seem to show that low and marshy as most of Bengal is, there is a singularly small proportion of fatal fever, all things considered. Dysentery is the great scourge of the country,—a disease probably largely due to impure water. The water is too near the surface for good wells, and the people chiefly depend on tanks—generally very stagnant, filthy, and ill-regulated. In some parts of the country, where the tidal waters become brackish in the dry season, there is much difficulty in getting any decent fresh water. Out of 3,881 deaths in the principal hospitals and dispensaries, the number of deaths from some of the principal diseases was as follows:—

Dysentery and diarrhoea	...	...	...	1,309
Fever	...	...	...	346
Cholera	...	...	...	173
Phthisis	...	...	...	228

There was unusually little small-pox.

Though, as has been said, fever is not so prevalent as might be expected, the mysterious fever marching over particular localities, which has in many parts of India defied all attempts to trace its origin and causes, and which has for some years scourged parts of Western Bengal, broke out in the year 1871 with renewed and extreme virulence in the Burdwan district, and has brought under its fell dominion almost the whole of that district and parts of those adjoining—especially a great part of Hooghly—causing great mortality and much reducing the population and lowering the health of some considerable tracts.

The Government has done all that it was possible to do. Every medical man who could in any way be made available has been employed, medicines have been supplied without stint, and dispensaries have been dotted all over the fever-stricken tracts. For the supply of medical comforts—food, clothing, and other wants—a public subscription has been opened. The Lieutenant-Governor was quite satisfied by personal inquiry that the people acknowledge and appreciate

the efforts which have been made to assist them. The Maharajah of Burdwan, who had formerly made a magnificent gift of Rs. 25,000 for the relief of the suffering districts, has made a further donation of Rs. 25,000, and other subscriptions came in, making a total sum of Rs. 64,900 available from private sources.

From the beginning of the outbreak Government has complied to the utmost of its power with every requisition of the local authorities without any regard to cost, the expenditure for quinine in Burdwan alone being over Rs. 5,000 a month. After the close of the year the Government of India contributed one lakh of rupees for the purposes of relief. The details of the measures adopted will be found in the appended chapter, headed "Vital Statistics."

The fever lasted with great severity into the early part of 1872, and very many cases, prostrated by previous attacks, continue to supply abundant work for our establishments and dispensaries; but happily, so far as the present season has gone, there seems reason to hope that the virulence of the attack is abating.

The theory that much injury has been done to the drainage of the country by our railways and embanked roads, is one which the educated natives have much espoused, but the inquiries on the subject seem to negative this belief. It is possible, however, that the fever may be aggravated, if not caused, by the gradual silting up of the country, as the Gangetic streams have moved farther east since the beginning of the present century. The most plausible theory to account for the depopulation of the present Soonderbuns, as compared to traces of former population, is that when the main streams of the Ganges flowed to the sea that way, the waters were fresh and the country tolerably wholesome, as are now the sea-board districts farther east; whereas now the fresh water having failed, salt and brackish water has taken possession of the numerous Soonderbun channels. Brackish water can hardly find its way into the Burdwan fever tracts, but much of the district is to a considerable degree water-logged. The partial inquiries on this subject having led to no tangible result, a systematic survey of the levels and drainage of this part of the country has been undertaken by the officers of the Irrigation Department, and will at least put us in possession of the main physical facts. This survey has already been to a great

extent carried out, and is only delayed by the sickness of many of the officers employed.

The observations of the disease seem, however, to show that it creeps over the country, taking hold in many cases of high lands and low lands alike, and after a period relaxing its hold in a way which seems to indicate, if not contagion or infection, at least some kind of local progression which we do not understand. And however we may mitigate the disease by drainage or other engineering expedients, there is still much for medical science to discover before we can understand it so as to cope with it effectually. The subject has, and will continue to have, the unremitting attention of the Government.

Our own territories have not been the scene of war or open violence during the year, but the eastern districts have been the bases of a considerable expedition undertaken to punish the serious raids committed by the frontier tribes called Lushais, located in the country between the Chittagong Hill Tracts and Cachar. This tract is sometimes depicted in the maps as British territory; because it is politically on the British side of the line between British India and Independent Burmah. We have, however, not only exercised no jurisdiction over it, but have had no proper knowledge of it, never having succeeded in exploring it. In last year's report the raids and massacres committed by these tribes on our subjects and tea planters were described, and some account of the Lushais was given. These Lushais are a sub-division of the large group of tribes on that frontier known as Kookies, and after dominating over several other tribes they had become so powerful and aggressive that after much consultations between the Governments of India and Bengal and the military authorities, it was determined to organise an expedition on a scale sufficient to deal effectually with them, and if possible to secure a lasting peace. Accordingly two strong military columns under Brigadier-Generals Bouchier and Brownlow were organised and despatched, from the Cachar and Chittagong sides respectively, and took the field in November 1871, as soon as the rains had sufficiently subsided.

The fullest discretion and authority were committed to the commanding officers, and the duty of this Government was for the most part confined to deputing a political officer to accompany each column in order to conduct negoti-

ations and assist the commanding officer with his advice, and to organising the coolie corps subsidiary to the military force, and making the necessary arrangements for boats, provisions, &c. A considerable force of the frontier police was also employed. These subsidiary arrangements necessarily entailed considerable demands on some of the Bengal districts and imposed arduous duties on some Bengal officers. Cachar and the Chittagong Hill Tracts were all but the scene of war, and the resources of Sylhet and Chittagong were under constant requisition, while the Dacca districts were largely drawn on for boats, and other districts for coolies, especially Darjeeling, where Colonel Haughton enlisted and despatched a large Nepalese coolie corps. The natives of Bengal are especially unwilling to take service of this kind, and a large number of coolies was brought down from the Punjab and North-Western Provinces. The Commissariat officers, and especially the Deputy Commissary General, Colonel Dickens, C.B., have much assisted the Government in this respect.

The expedition was extremely successful. Particulars regarding it will be given in a subsequent part of the report, in the chapter headed "Political."

Successful results.

It is sufficient here to notice that the northern column penetrated 193 miles from Cachar into the very heart of the Eastern Lushai country in spite of the active opposition in some places of the intermediate tribes. The tribes of Vongpial, Poiboy, and Vonolel, the most powerful chiefs, were reduced to submission, and the chief village of the last-named chief, who had been undoubtedly concerned in the Monier Khal raids, was destroyed. The arms taken from the sepoys who were killed last year were surrendered, the fine imposed on the tribe was paid, hostages accompanied the force on its return, and guarantees were given of free passage through the country in future for Government agents. Nor were the operations of the Chittagong column under General Brownlow less successful. The fastnesses of the Sylloo tribe were one after another captured and destroyed; and such was the effect of these early successes upon the neighbouring tribe of Northern Howlongs, that when a small column proceeded on its way to their villages, the chiefs came in and made unreserved submission, agreeing to surrender all their captives, abstain from raids, and give free passage to our messengers. Their submission was followed by that of the Sylloos, and that again

by overtures from the Southern Howlongs, a strong and remote branch of the tribe. The terms were in each case the same, the main stipulations being the surrender of captives and abstinence from raids.

Not the least important part of the season's operations was the work of the survey parties attached to each column. The northern party, whose route led them further from their base than was the case on the Chittagong side, succeeded in surveying topographically 4,800 square miles of new country. The southern party mapped in the same way 1,700 square miles. Unfortunately the two columns, though at one time within 40 miles of each other, never met, and owing to the difficult nature of the country did not even see each other's signals.

Survey work done.

It need only be added that while warmly acknowledging the admirable manner in which the military officers commanding the expedition conducted it, and heartily thanking them for the successful result, the Lieutenant-Governor thinks it right to mention, as more particularly belonging to his own department, the special services rendered by Mr. J. W. Edgar, c.s., the Civil Officer with the Cachar column, whose services in previous negotiations with, and exploration of, these tribes, accompanied with much personal hardships and risk, are well known to the Government of India, and who, on the present occasion, conducted all his duties in an admirable manner. To Captain Lewin, the active and experienced Civil Officer with the other column, the Lieutenant-Governor's acknowledgments are also due, as well as to Mr. Hankey, the Commissioner of Chittagong, and to the officers of the Sylhet and Cachar districts.

Services of officers.

The officers in charge of the coolie corps conducted their duties admirably, and Captain Hidayut Alli, in charge of the Nepalese coolie corps, was specially useful and devoted to the work given him by this Government.

The only very unfortunate occurrence in connection with the expedition was a lamentable outbreak of cholera among the Nepalese coolies while proceeding by water to the scene of the expedition. The survivors did excellent service and kept their health well and there was little very serious sickness either among soldiers or coolies during the expedition; but on the return march of the Cachar column they suffered from

Health of the expedition.

cholera of some, though not extreme, severity. The effect of the expedition seems to have been to introduce that disease among the Lushais, and it is said that its ravages have created great terror among them. Possibly they may even feel the effects of the expedition in this shape almost as much as they did our military power.

The Lieutenant-Governor is sanguine that there is good

Future prospects.

reason to believe that the expedition will give peace to our borders for a long time to come. Every effort will be made to cultivate the friendly intercourse with the tribes which has resulted from the judicious manner in which the expedition was concluded by bringing them to terms. The impression left on our officers is that they are far from savages, being in many respects intelligent and civilized and possessed of some arts. Further negotiations and explorations are in progress, and arrangements are being made to complete the surveys of the country of which we acquired a partial knowledge during the expedition.

There was during the year a good deal of uneasiness at several points of our very extended eastern frontier, as there almost always is; but there was no actual outbreak. In the Garo Hills our officers failed to obtain satisfaction from the independent tribes for the murder of one of the survey estab-

The Garo Hills.

lishment. Captain LaTouche did indeed move forward with a police force to press for surrender of the murderers, and not only did he obtain fair professions, but several new villages attorned to him, acknowledging British authority, and engaged to pay tribute. When, however, his back was turned, they very soon came down again, massacred a number of the subject Garos, and created much alarm even in the plains of Mymensing. They were repressed, and the panic allayed. But it has been judged necessary to take measures for reducing these tribes to peace and order, and arrangements are being made for that purpose.

This Garo territory is not by any means very remote. It is the western portion of the hill country lying between the valley of Assam and the most eastern districts of Bengal, and is thus an unexplored tract jutting out into the very heart of our territory. Since the Khasi and Jynteah Hills have been brought under complete control, it is, in fact, in some sense an island in the midst of British dominions. Considerable progress has already been made in

introducing our authority in a part of the Garo Hills, and the time has come when it is fit to explore and pacify the remainder.

There has been complete peace in the Khasi and Jynteah Hills for some years, since the Jynteah rebellion was suppressed. Among the Khasiahs small federal democracies prevail, and the principal difficulties have been two—*first*, bribery and corruption at elections; and *second*, the disposition of the weaker among the confederate states to secede whenever they disagree with the majority.

There seemed to be some reason to think that the withdrawal of some of our troops from Lower Assam on account of the Lushai expedition had led the Bhutan authorities to adopt

a somewhat insolent tone. At any rate, in the course of discussions arising from claims on their part, it was brought to the notice of the Government that the boundary between the eastern portion of Bhutan and Assam had never been defined, and was indeed quite unsettled; it not being clear whether the crest of the first range of hills or the foot of the hills was really the boundary; while in either case these lines are very vague and uncertain. It also appeared that the small hill territory about Dewangiri specially ceded by treaty, not being actually occupied by us, nor its boundaries defined, and being at certain seasons a place of some resort, had become a sort of no man's land, in which complications were threatened. It has been decided to define the boundary in the ensuing cold season.

Immediately east of Bhutan the hills are occupied by Bhutea tribes quite independent of Bhutan, and who seem to be different in character and come down very freely to the plains. There is also by this route the nearest, and it is believed the easiest, route to Lassa by way of Towang, and people of many races of high Asia come to a great fair held in Assam. Endeavours were made by Colonel Haughton, Commissioner of Cooch Behar, and in charge of the political relations with Sikkim and Bhutan, to open communications

for commercial purposes with the Thibetan authorities, but without success, his letters not having been answered. The British Ambassador at Peking was asked to assist, but has replied that he is unable to do so during the minority of the Emperor of China. It is believed that the Sikkim passes are

not good, while Bhutan is not at present likely to be open to us; and it may be best to cultivate the existing trade with Assam by the Towang route above mentioned.

- East of the Blauteas, to the farthest extremity of Assam, the Himalayas are occupied by a great variety of tribes of a wholly

Sub-Himalayan tribes.

savage character, and we have only somewhat complicated relations with the tribes of the outer ridges, and a very imperfect dominion over the tracts at the base of the hills. The usual interviews and giving of presents have been carried on, one or two difficulties have been adjusted, and there has been no serious collision. Our relations with the civilised and semi-subject Indo-Chinese tribes of the eastern extremity of Assam have been friendly.

Throughout Assam the exterior boundary has never been laid down, and is in fact extremely indefinite. After a good deal of correspondence the question is still under consideration in what parts it is possible to lay down a line, and in what British authority shades away so imperceptibly into independence, that this cannot yet be done.

It may be mentioned that during the Lieutenant-Governor's tour in Assam he was able to see living specimens of almost every tribe and people, civilised and savage, of which we have heard the names.

On the south of the Assam valley tea planting has been pushed so far into tracts hitherto unoccupied as to give rise to very troublesome questions with the various Naga tribes, which are for political purposes British as between us and Burmah, but whose boundaries and relations to us are not well defined. One or two quarrels with tea planters gave rise to considerable uneasiness during the year under report; especially one in which the representatives of an offended tribe went through theatrical demonstrations of hostility after a Red Indian fashion and vowed terrible vengeance. The matter was made up at a cheap rate, but we are always liable to complications with people who are familiar enough to have constant dealings with our settlers and yet are under no regular control.

The Nagas and tea-planting.

In addition to questions connected with tea, wild elephants, coal, timber dues, and other matters, the India rubber trade is a subject of great complication all over the frontier. The rubber is chiefly found in forests beyond our settled

Trade in India rubber.

boundaries, and the dealings of speculators with the tribes must give rise to quarrels and difficulties if some general regulation and control is not maintained on the part of Government.

In what is called the Naga Hills district, Captain Butler, the officer stationed within the hills in immediate communication with the formidable Angamee Nagas, has been singularly successful in restraining them and rendering them amenable to a certain control. But there have been considerable complications owing to feuds between tribes whom we are supposed to control and those who are supposed to be subject to the Manipore Raja, aggravated by an unsettled boundary. A sort of military colony of Kookies, brought in from the south, and settled by us in a deserted part of the hills a good many years ago, has also proved to be somewhat beyond control. These intertribal difficulties culminated during the year in one particularly shocking massacre, on an unusually large scale, of people owing allegiance to Manipore. Captain Butler succeeded in getting the offending tribes to acknowledge his authority, and in token of submission and repentance they even restored the skulls, a concession believed to be unprecedented, and which seems to have been accepted as an unwonted satisfaction. Since, however, it is most necessary to put a stop to this state of things, the jurisdiction is now to be accurately defined, and a surveyor will shortly be deputed to mark out the boundary between Naga land and Manipore, and to carry the survey as far as possible along the watershed ridge which divides our political control from that of the King of Burmah.

Settlement of Manipore and Naga boundary.

A subject of much importance in connection especially with the eastern frontier and our little wars there, is the supply of fire-arms, a subject mentioned in last year's report.

Trade in fire-arms.

It is believed that none of the tribes manufacture fire-arms, and till comparatively recent times they had few. They have got them much more generally of late years, either through British India or through Burmah, and the demand for them on all the eastern frontier is great. Attention has been drawn to the large importation of cheap fire-arms into Calcutta, and it is believed that the rules have not sufficed to restrain persons connected with river steamers and others from trafficking in fire-arms, while arms which may honestly

enough find their way into the hands of servants of tea planters and others, naturally gravitate in the end to the hills, where the best price is paid for them. The subject is one of much difficulty. It has formed the subject of a correspondence with the Government of India, and is still under consideration.

In the hill districts to the west of Bengal entire peace has been happily maintained throughout the year. Keonjhur, one of the principal of the Tributary Mehals of Orissa, which was

Hills of Western Bengal.

Keonjhur.

the scene of such serious disturbances in 1868, has since been supervised by a British officer and is completely pacified, and the wild hill aborigines, who there so long set us at defiance, have tendered complete allegiance and accepted a clear and satisfactory revenue settlement. If the young Raja turns out as well as the Commissioner now promises, we may hope that there will be no more trouble. In a long tour in which the Commissioner, Mr. Ravenshaw, visited both the tribes so lately rebellious, and those not very long ago notorious for human sacrifices, he reports that he found the hill people distinguished by a remarkable desire for education, and he made arrangements for devoting the liquor-tax to that object.

In the Chota Nagpore country the excitement among the large aboriginal population caused by the attempt of Hindu farmers and speculators to interfere with the lands and ancient privileges of the headmen and office-bearers of the aboriginal villages, has been completely quieted by the operations of the Commission appointed to ascertain and record the tenures and rights of these people; for though the Commission has yet got over but a small portion of the ground, it has given confidence to all. Many of the cheerful and industrious aborigines of this country have been converted to Christianity, and it was at one time said that the doctrines of equality which they brought among their fellows led to an agitation against the tyranny of landlords somewhat dangerous to the established order of things. It appears, however, that the grievances were real, and these having been remedied the agitation has quieted down. Under the excellent and patriarchal rule of the Commissioner, Colonel Dalton, who has so long presided over these territories, there is no pleasanter and apparently happier part of Her Majesty's dominions, notwithstanding that the wages of

Aboriginal peoples of Chota Nagpore.

a man are about a shilling a week, and of a woman about eight pence.

The Lieutenant-Governor can testify to the well-being of this country, having lately visited it. He then took occasion to make public presentations to the native chiefs who gave most excellent assistance in the suppression of the Keonjhur disturbance, at a time when our troops were prostrated by the climate, and especially to Raja Bindesiree Pershad Sing Deo, C.S.I., Regent of Sirgoojah, and Chief of Oodypore, a small lapsed State given to him by the Government for his services.

In the Sonthal country, the hilly tract between Behar and Bengal, forming an angle round which the Ganges runs in

Sonthalia.

its course from the one province to the other, there was during the year an uneasiness and restlessness which occasioned considerable anxiety to the Government. The upper hills are occupied by the tribes so predatory in the last century, whom Cleveland reclaimed, and who are now perfectly quiet and apparently a declining race; but the lower valleys and more level tracts are cultivated by a much more numerous and progressive aboriginal people, the Sonthals, who have reclaimed this country from the jungle to a very remarkable degree. While part of the tract owning no landlord has been settled and well managed by Government officers direct under a ryotwar system, and the people are there prosperous and content, another part is included in the permanent settlement of Bengal, having been given away, as almost worthless jungle, to zemindars, and to ghatwals the service holders bound to repress the hillmen and keep the peace. Here as the Sonthals reclaim the jungle, they find

Causes of Sonthal agitation.

that landlords appear to claim full landlord rights over them, rack-rent them, and make over the lands rendered fertile by their hard toil to intruding strangers from the plains. The money-lenders also find this hardworking, but somewhat improvident and hard-drinking people, an easy prey to usurious practices. But the Sonthals are a clannish, hot-headed race; they cannot understand the difference between law and justice. In 1854, driven mad by

The rebellion of 1854, and consequent system.

what they considered the wrongs inflicted by our courts, they broke out into a bloody rebellion, which was only put down after a long campaign, attended by great sufferings and

severities. After that rebellion an Act was passed giving the Lieutenant-Governor of Bengal almost complete power to make rules to take the place of the regular laws. For a time the country was governed on patriarchal principles, and the Sonthals were cherished and protected. But time passed, and the rebellion did not long remain fresh in the minds of our rapidly changing Indian officers. The East Indian Railway, carried along the strip between the hills and the Ganges, formerly dense jungle, much opened up the country, while a road was run right through the heart of the Sonthal country. Thus it was put into immediate communication with one of the most populous and highly rented parts of these provinces, and speculators swarmed in more than ever.

A later Lieutenant-Governor saw fit to declare that there was no reason for exempting the Sonthal Pergunnahs from the general laws, and to direct that they should be brought as soon as practicable under the system in force in the other parts of the Bengal Provinces. From that time regular laws and courts were again introduced, and the administration was more and more assimilated to that of the regular districts.

The Sonthal village constitution is peculiar; the Bengal laws do not provide for it. The individual Sonthals would not fight in our courts their rights as ryots under the Bengal rent law; they looked only to their headman or 'manjhee' as representing the community; and the Bengal law said nothing of manjhees; so it was held that the manjhees had no rights. It resulted that the zemindars and the farmers of the revenue under them either raised the village rents under the threat of turning out the manjhee, or actually did turn him out, putting in Hindu farmers and others in the place of the men ejected. This had certainly gone on to a very considerable extent, sadly disorganising the cherished institutions of the Sonthals and causing great discontent among them.

In the summer of 1871 the Commissioner brought to the notice of the Lieutenant-Governor the excitement prevailing among the Sonthals, large parties of whom either gathered to make tumultuous appeals to British officers, or collected in the jungles in the great hunting parties, which are to some extent their wont. Several serious panics occurred among the Bengalee and other residents, and on one occasion the Railway Volunteers turned out in force to meet an enemy who never came. Happily there was no real outbreak; but the Lieutenant-Governor, on looking into the matter, was satisfied that

Return to regular administration.

Renewed agitation in 1871.

the Sonthals had a real grievance. He thought it also a mistake to govern such a people by too complicated laws and too formal courts. He accordingly took upon himself to give certain assurances to the Sonthals, which for the most part quieted them. At the same time extreme caution was necessary, as these people are ready enough to see the advantage of agitation, and might be easily led to make demands with which it would, under the law of property established in Bengal, be impossible to comply: hence a good deal of continued anxiety. Eventually the whole question having been fully discussed and considered in communication with the Government of India and the Secretary of State, the territory was declared by the Secretary of State, subject to the Act

New Sonthal Regulation.

of 33 Vict., which enables the Government of India to sanction summary regulations proposed by the local Government; and a Regulation for the peace and good government of the Sonthal Pergunnahs prepared by this Government eventually received the sanction of His Excellency Lord Napier, then Viceroy and Governor-General, and his Council. This Regulation, which will be more particularly detailed under the head of Legislatiye, gave the Lieutenant-Governor full power to appoint officers to make a settlement of landed rights, to restore dispossessed manjhees and others, to settle rents, and to record the customs and usages of the people. It also introduced a usury law limiting the accumulation of interest on debts; and it laid down what laws were to be in force in the Sonthal Pergunnahs, and what were left to the discretion of the Government to introduce or withdraw as found desirable from time to time.

The measures under this Regulation are now in progress, and the country has since been perfectly quiet. The usury law seems to be accepted by creditors as reasonable, as well as by debtors, and no complaints are made regarding it. The settlement of landed rights will be more difficult, and the subject is yet not without anxiety, involving as it does many complications. It always must be the disadvantage of concessions not made till some show of excitement has called attention to the matter, that those to whom concessions are made under such circumstances may demand too much; and the Sonthals being, though very quiet in ordinary times, hot-headed in times of excitement, may be disappointed if they do not now get more than is possible. Still it is hoped that by holding an even hand between the fair claims of property on one hand, and the fair rights and claims of the

occupant reclaimers of the soil on the other, justice will be done, and both parties will settle down into a contented acquiescence.

These last pages concern only what may be called the fringes of Bengal. Throughout our regular settled provinces, British peace and British authority were nowhere in any degree disturbed or endangered throughout the year.

The most striking and lamentable social events were the assassinations of the Viceroy and the unhappy assassinations of two of the greatest men in the country; one of them the greatest of all. The Officiating Chief Justice of the High Court of Judicature was struck down by an assassin on the very steps of the Town Hall of Calcutta, where his court was held; and though the late Viceroy, Earl Mayo, was not actually murdered among us, he had so recently embarked from Calcutta on a short business tour, and the reception of his remains and the ceremonial in regard to them so soon after occupied all Calcutta, that it was felt as if that city were almost the actual scene of the great calamity. Here, as everywhere else in India, the social grief and feeling of public loss were overwhelming; the intensity of that feeling and the greatness of the loss to India, can hardly be depicted in this report.

Yet it is a singular testimony to the stability of our political system and to the belief that it does not depend on any one man, however exalted and however able, that the assassination of the Viceroy, following as it did the assassination of the Head of the law, never caused the slightest appreciable variation in the value of the public funds in the Calcutta market. The day following the receipt of the news happened to be a native festival and close holiday, and there was no opportunity of judging the possible momentary effect of such news, but the day after that, when the places of business opened, there was no such effect.

The late Chief Justice Norman was a man who never had, and could not have had, an enemy. Not only was he beloved by all his fellow countrymen, but probably in all India there was no man whose feeling towards the natives was more kindly, who more actively interested himself in their welfare, and who was more accessible to them and more ready to listen to all they had to say and to sympathise with them. He was in every way the most popular of men, and so simple in his habits that any one might approach him at any time. He was murdered in the most public place possible, where he was surrounded

The assassin Abdulla.

by crowds, by an assassin who made, and could make, no attempt to escape. The man died on the scaffold without giving any intelligible account of his motives. He neither showed any feeling for his own situation nor attempted any bravado; he would only say that he was enraged or excited and felt impelled to the act. The crime was of course the subject of much investigation and anxious inquiry. Rumours and suspicions of political conspiracy were rife, but the closest inquiry failed to show any grounds for such suspicions. The man's history was to some extent traced. He was a foreigner, but for some years had lead a wandering unsettled life in India; a morose, peculiar, solitary man, of limited intellect, yet with a desire to acquire clerklly qualifications, in which he had constantly failed; religious in his own gloomy sort of way. One part of his history seemed to be clearly made out, viz. that while attending the Government school at Mirzapore, where he kept aloof from his fellows and refused to make obeisance to the Bishop with the others when that dignitary visited the school, he had shown symptoms of a homicidal mania, and had even there talked of killing the Judge; but being told by his religious adviser that it was unlawful to do so, he went off in disgust.

The convict-murderer of the late Earl Mayo was a mountaineer of a bloody race, who had fled from his own country as the result of blood feuds; who was transported for assassinating in British territory a man of the opposite faction; and who was then put to menial work with sharp instruments, in a climate and condition most abhorrent to one of his race and temperament. His antecedents and position were thus such that it was not necessary to seek very far for the motives and the means of the murder. Still careful and full inquiry was instituted in order to ascertain whether he might possibly have received any communications from India, or might in any degree have been a political tool. It was found that there was no trace whatever of any thing of the kind, and the murderer's latest communications were with his relatives on the frontier, and related only to his fields and his wife, and the last news of murders committed by this faction and that.

It is to be remarked that in both these lamentable cases the murderers were Pathans or Afghans from beyond our frontier. The Afghans are nominally Mahomedans, but generally as little fanatic or devout as any people on the face of the earth—a hard worldly race, with whose acts religious scruples little interfere. It is only where the

tribes have mixed with quasi-Hindu peoples in the valleys approaching towards the Cashmeree races that they seem to show any religious capacity. The murderer of Lord Mayo, a man from the Khyber country, was probably entirely devoid of religious feeling. The murderer of Chief Justice Norman, whose actual birthplace was never ascertained (though he spoke freely the Pathan language, Pushtoo), was, it has been seen, probably more or less under the influence of perverted religious ideas.

There was no serious political or class excitement in any part of the regularly settled country throughout the year. The antagonism between indigo planters and ryots, which some years ago nearly caused an '*indigo war*' in Bengal Proper, has now entirely subsided there. In Eastern Bengal indigo has a good deal given way to the spread of jute and other cultivation, and in Central Bengal also the indigo cultivation has diminished. Equal justice being given to all parties, the relations between the present planters and the ryots are unobjectionable, and a fair price is given for an important staple, which now, it is to be hoped, will hold its place.

In Bengal.

In Behar.

In Behar, on the other hand, indigo cultivation has continued to increase, and has been of late years very profitable. The planters there hold very extensive leases of villages, partly from the native landholders, and partly from the Court of Wards, which manages the great estates of several minor proprietors; and the relations between the planters and the ryots are somewhat more feudal and less mercantile than might be desired. Some of our officers assert that our dominion is unpopular in Behar, and several assaults on our Magistrates, which have occurred in the course of the year, might seem to give some colour to the assertion. These assaults, however, do not seem to be in any degree connected with one another, and they were mostly of a petty and personal character, so that it is probably a mere accidental coincidence that they should have happened in the course of a few months. It is, however, certain that on one or two occasions, previous to the year under report, there was considerable excitement on questions connected with indigo, which were only calmed by judicious concessions in respect of the prices paid, concessions which the planters can now well afford to make. During the Lieutenant-Governor's visit to North Behar, he was in some places beset by crowds making

Difficulties in North Behar.

complaint regarding indigo cultivation in a way that has not occurred to him in other districts; but he found that almost all these complaints had reference to one somewhat overgrown concern, and that such complaints were not general, or at any rate were not preferred in such a form. The whole subject is one which requires careful management, as a very little action, or even a very few words, might cause great complications on one side or other. On the one hand the Lieutenant-Governor would be very unwilling to injure one of the most prosperous and profitable industries in the country; on the other, he is inclined to think that indigo has already occupied as large a proportion of certain descriptions of soil in the densely populated districts of North Behar as is desirable. In matters of pure merchandise things may most properly be left to find their own level; but in a case where the cultivation is to some extent feudal, and not wholly and absolutely voluntary in all senses of the word, it seemed to the Lieutenant-Governor that, under all the circumstances, it was

Action on wards' estates.

not proper that the Government officers in charge of wards' estates should give further direct facilities for an extension of the system by letting fresh villages to indigo planters. He has therefore discouraged new leases of the kind on wards' estates in excess of those already held by planters, while he has at the same time directed that every freedom and facility shall be given to planters to obtain indigo on mercantile principles from villages over which they have no dominion, a system which he would very much like to see more generally introduced.

In the south-eastern districts of the delta, where, as in

Landlord and tenant in East Bengal.

most districts of Bengal Proper, the agricultural ryots are chiefly Mahomedans, it is the fashion, whenever a landlord quarrels with his tenants, to stigmatize the latter as 'Ferazees,' a sect professing reformed tenets and doctrines of equality, and to attribute to their conduct a political character. Such was the case in the Backergunge district, where a difference arose between the ryots and a European lessee to whom a great Government estate had been farmed in the time of the Lieutenant-Governor's predecessor; and in another more recent case on the estate of a great European landlord in the Dacca district, where a serious breach of the peace actually occurred. In both cases, however, it turned out that there was a good deal to be said on both sides. In the Backergunge case especially it appeared that the demand of the landlord for an enhanced rent was not in the present season warranted by law, and

that he could only proceed by regular process, after giving due notice, to try his right to enhance in the following year. The Lieutenant-Governor resisted somewhat strong representations of the necessity of extraordinary measures, refusing to adopt them till they were shown to be necessary; and the result was that the ryots paid quietly the old rents which they were legally bound to pay, and say that they are ready to contest the question in the courts as regards the future. There is, however, no doubt that the people of these tidal districts are hot-blooded and pugnacious more than other Bengalees, and more given to the use of arms, which they possess in abundance. Although

Ferazee doctrines and land rights.

there is, the Lieutenant-Governor believes, no serious element of disaffection in their religion *per se*, still the Ferazee doctrines, which so many of them hold, might, in the event of serious agrarian questions, form a bond and rallying cry among them, and this part of the country is thus not without some elements of political anxiety. The Lieutenant-Governor has expressed his satisfaction that many landlords of these parts have found it to be their best policy to take a bonus from the better ryots (who are often prosperous and well-to-do), and to give them perpetual leases at fixed rents. The registration records show a very large creation of such tenures in these districts, and the Lieutenant-Governor trusts to this distribution of the rights of property upon a wide basis as the best conservative force, and the best security for peace and observance of the law.

The Ferazee sect does not prevail in the Bengal districts north of the Ganges, which are even more Mahomedan than the tidal districts. There the people and their religion seem to be of a singularly quiet and unaggressive character.

The enhancement of rents has been alluded to as a cause of excitement in particular cases; but it may be said that the rights of enhancement conferred on landlords by Act X of 1859 have not been the occasion of much serious excitement or great social disturbance in these provinces generally in the past year. Of late years the courts have shown a tendency to scrutinize thoroughly the grounds of enhancement, and to watch the cases affecting great classes of ryots, who are individually unable to contest particular cases with zemindars on equal terms in respect of money and legal aid. And the zemindars of Bengal have not generally been very pushing in

Enhancement of rents.

In Bengal.

this respect. It was principally in connection with the indigo question that the planters of Bengal Proper fought and lost the battle of an unlimited right of enhancement of the rents of the ryots possessed of a right of occupancy. The zemindars are most frequently content if they can get extra cesses and benevolences, illegal but which the ryots certainly prefer to enhancement of rent. In Behar, where the rights of ryots are,

In Behar.

it is believed, less respected than in Bengal, the indigo system has rather tended to keep down rents, as it did in Bengal till the ryots refused to grow indigo on the old terms. An ordinary farmer of a village or group of villages, under the fashion prevailing on most great estates, makes it his sole business to exploit the rents, whereas an indigo planter farms the village for the sake of the indigo, and generally leaves the rents alone, so long as the prescribed tale of indigo cultivation is maintained.

The prosecutions instituted in former years, at the instance of the Government of India, against persons accused

Wahabi trials.

of having some years before forwarded men and money to the fanatic colony at Sitana on the Punjab frontier (so long hostile to the Sikhs before us and to the British frontier administration afterwards), were brought to a close during the year by the trial of the remaining prisoners at Patna and the disposal of the case in appeal by the High Court. Some were acquitted and others found guilty and sentenced to imprisonment for life and for long terms. No prosecutions of a political character are now pending.

The Government of Bengal has no army, and since the police was put on its present footing it has had no quasi-military

The army in Bengal.

battalions or other force except a few armed police in one or two frontier districts. When a force is wanted for any special purpose, it must be specially organized by drafts from the police of different districts, some of whom, employed to guard treasuries, jails, &c., are more or less taught to handle fire-arms and affect a semi-military style. This course has now been followed in order to obtain a force to deal with the Garos. Looking, however, to the liability to frontier wars of a very petty character, and to the inconvenience and inefficiency of a force extemporised in the manner above described, it may be a question whether it would not be better if this Government had two or three irregular battalions fitted for frontier and jungle service. There is generally a difficulty

in obtaining military aid on a small scale for such frontier affairs, and in associating small military detachments with civil or political officers and with bodies of police, on such occasions. The Lieutenant-Governor has no doubt that when the Government of India can afford to send two Generals and a number of the best regiments in the country to crush obstreperous frontier tribes, as in the case of the Lushai campaign, the work will be much better and more effectually done than by any force which the local Government is likely to obtain; but when the work is to be done on a smaller case, as in the case of the projected Garo expedition, a good battalion of no very expensive character would be better than any number of the present police that can be collected.

In the settled districts the need for military aid is happily most rare. The force employed in the populous provinces of Bengal, Behar, and Orissa, is extraordinarily small. The Lieutenant-Governor was consulted regarding its distribution during the past year, and said that he was opposed to any reduction of the force now stationed here. He said the broad question as to whether Bengal could be permanently held with so small a force as at present would depend on the solution of some great agrarian problems which may lead to eventual trouble, and which in some districts might be aggravated by differences of religion between landlord and tenant. He accepted the present distribution as perhaps in most cases the best, and was, on grounds of climate, in favour of retaining a European regiment at Hazaribagh. But he drew particular attention to the fact that, in the whole of Bengal Proper, north and east of Calcutta, there is not a single European soldier, with the exception of the few men at Darjeeling. He expressed an opinion that some native troops at least should be kept within reach of the south-eastern districts of the Bengal delta.

In many respects the most important measure of internal administration in the year as regards our knowledge of the

The census.

country and the materials afforded for administrative plans, was the census of the population. This measure has been very successfully carried out, and the result has been almost, it may be said, to revolutionize our ideas both in regard to the amount of the population of these provinces, and relatively in regard to its distribution in different districts, races, and religions; while by showing that the numbers vastly exceeded any former computation, it has

wholly altered our calculations with respect to the incidence of taxation, the consumption of salt, and many other matters.

There had long been question of a census of Bengal in connection with a census of all India, but there seemed to be great difficulties in the way. In very old times, when we did not entertain the views in regard to administration which have more recently prevailed, the Government seems to have arrived at a computation which, supposing the population to have increased as it may have increased in the last two or three generations, may not have been very extravagantly wide of the mark either in the whole or as regards particular districts; but in more recent times the theory of government by judicial institutions alone has prevailed, and there has been less and less executive interference. Partial computations of the population, not without some value, have here and there been made by individual officers in some districts; but on the other hand in other districts mistakes, clerical errors perpetuated without observation, and other causes, have rendered the estimates much more wide of the mark than those of former days; and the official statements have become more and more discrepant. As an illustration of the extreme point to which want of statistical knowledge of the people had reached in these provinces, the following figures are given showing the difference between the population of some important districts as given in grave statistical returns by the authority of Government within the last few years, and stated in the Administration Report published in 1870, "according to the latest returns," and that now ascertained by census.

	Population according to return of 1870.	Population according to present census.
Nuddea (perhaps the most cared for and most fully administered metro- politan district in Bengal) ...	568,712	1,812,795
Furreedpore	147,127	1,012,589
Pubna	337,679	1,211,594
Cuttack	215,835	1,449,784
Monghyr	755,389	1,842,986
Kamroop or Gowhatty	80,861	561,681

It will be seen that in these cases the population previously returned varied from a third to a seventh of that now ascertained:

The Government of India desired to take a census of the whole country in great detail. In other provinces a succession of previous censuses of a rough character had

Mode of taking census.

paved the way for such a measure; in Bengal there had been no such previous advance, the people were unaccustomed to the idea of a census, and the large executive establishments available in other provinces were wholly wanting. The Government of Bengal protested much that all that was required could not be done, and explained that both official and indigenous agency were wholly wanting, and that if the work was to be done an expensive hired establishment would be necessary. In view, however, of the urgency of the Government of India, some preliminary arrangements and experiments were made. This was the state of things when the present Lieutenant-Governor assumed the administration. He also, looking to all that had been said of the want of instruments, and also to his own want of personal knowledge of such instruments as existed, was averse to plunging at once into such a census as the Government of India proposed. And at this time, owing to financial exigencies, the census of all India was postponed. A few months later the Government of India again recurred to their wish to take a general census, and the Lieutenant-Governor having then considered the matter, expressed his willingness to make the attempt provided only the Government of India would consent to modify their requirements so far as regards these provinces. He asked that all the details required in provinces differently constituted should not be sought in Bengal, and expressed a strong opinion that to seek too much would lead to failure of all. He proposed, however, to give in the returns all the information regarding the people really necessary for practical purposes and attainable. His proposal was that the names, castes, and professions of all heads of houses and adult males should be recorded, but that the women and children in each house should be numbered, not named, the caste and profession of the head of the family being sufficient to distinguish the family. Religion was also to be stated (that is the great religious divisions, not sects), and adults or grown youths were to be distinguished from children under 12. These were the main points to be shown, with a few additional particulars which need not be recited here. A simultaneous census in one night was not to be required, but each district and division was to be taken in a manner as nearly simultaneous as was possible with reference to the circumstances of each, provided that the whole must be completed between December 1871 and March 1872.

The Government of India accepted these terms and the work was then actively undertaken. The result has been, the

Successful result.

Lieutenant-Governor hopes and believes, successful beyond expectation, and justifies him in thinking that the extent of information sought was enough and not too much. The officers of the Bengal administration, both magistrates, police, and others, stirred on this occasion to show what they could do, exerted themselves in a way which deserves the Lieutenant-Governor's warmest thanks. As the arrangements proceeded, indigenous agencies were found to exist to a degree far beyond what had been supposed. Old institutions, officially supposed to be long ago dead and gone, were still found to survive in many places, and rural agencies condemned and suppressed by the Board of Revenue turned out to exist in several parts of the country and were utilised. An Act of the Bengal Council required the assistance of landholders, and it was given as fairly as could have been expected. An officer of singular aptitude superintended the operations, Mr. Beverley, c.s., the Inspector-General of Registration, whose exertions have been untiring and most well-directed; and though the Lieutenant-Governor, amid many trades and employments, happened never before to have superintended a census, this want was more than supplied by the experience and ability of Mr. C. Bernard, one of the Secretaries to this Government, to whose assistance the Lieutenant-Governor owes very much on this occasion. The result of the system followed has been that scarcely any special establishments have been employed for anything but the work of addition and computation, the local work having been done by the ordinary establishments and indigenous or voluntary agency; and the cost will be, it is believed, as small in proportion as in any province in India.

If we had expected to get absolute accuracy, the plan of taking the census on various dates within a moderate period would no doubt have been inconsistent with such an expectation. But the Lieutenant-Governor believes that no census in India can probably be without a considerable margin of inaccuracy, and that within that margin the small inaccuracies resulting from the taking different tracts on different days are as nothing. If so much be admitted, the details furnished are, the Lieutenant-Governor considers, sufficiently ample and sufficiently accurate.

The Lieutenant-Governor's own feelings were, he confesses, very much those expressed by more than one district

officer, and entertained he believes by many more, viz. that they began by doubting whether the returns would be worth the paper on which they were written and ended by thinking them wonderfully good and trustworthy. This last opinion appears everywhere in the reports, and all that has been learned of tests applied by superior officers and others, and by some independent observers, goes to confirm the belief. Some mistakes and inaccuracies on a small scale there must no doubt be, but the general result is, the Lieutenant-Governor believes, surprisingly accurate.

It may be necessary to explain that it is at any rate impossible that the population can have been exaggerated, since the very large results may suggest question on that point, and the result of the more correct census of the towns of Madras and Bombay (where formerly there seems to have been disposition to exaggerate the population) and of the later censuses of some districts of the North-Western Provinces, where the Lieutenant-Governor thinks that in the census of 1852 some payments were made or expected with reference to the number counted, seem to show that exaggerations may occur. In the present Bengal census no one had any interest in exaggeration. The officers, as has been seen, did not undertake the work with enthusiasm, or with the idea that it was to show the importance of their districts. They collected the returns for each village and forwarded them to the central office, not knowing the result. That result, as showing a population enormously larger than previous computation, was wholly unexpected. The fact that the name and other particulars of each adult male were written out and sent in to the central office, was alone sufficient to check exaggeration on the part of enumerators who were not paid by numbers. Altogether it may be said that, whatever the degree of accuracy of the census, the margin of inaccuracy must be on the whole on the side of understating. The population may be more, but cannot be less, than that returned.

The census computations show the total number of persons counted in the provinces under the Government of Bengal to be 66,856,859.

Total population.

The census was fully carried out in all the central and western districts, including the tributary estates of Orissa and Chota Nagpore, but has not been completely effected in some of the eastern border districts, where there were

political difficulties, increased by the circumstance that a house or poll-tax is the ordinary form of taxation in the unsettled Indo-Burmese districts. The Chittagong Hill Tracts and Garo Hills (so far as they own British allegiance) being the scene of war or uneasiness, it was avowed that a full census could not be taken. Some of the Assam tribes beyond the ordinary land revenue settlement were not counted, and especially in the farthest district of Upper Assam (Lukhimpore), considerable tracts of country marked as British territory and inhabited by tribes who owe us a theoretical allegiance, but who in practice are not very directly ruled, were omitted. Owing to administrative accidents the Terai under the Darjeeling Hills and the adjoining Bhútan Dooars (ceded by Bhútan after the late war) were not properly counted. The whole of these are sparsely populated districts, and if we estimate them as supplying little more than the fraction of a million to make up a round figure, we get in round numbers a population of 67 millions.

Sikkim, Hill Tipperah, and the Nagas and other quasi-independent tribes of Assam, are neither counted nor estimated, because though within our political system they are not administered, and for the most part have not been explored. Bhutan and the Himalayan hill tribes to the east are wholly and entirely independent. Munipore is not under this Government.

Of the total 67 millions, 2 millions may be taken as the population of the tributary estates in which the Rajas and Chiefs exercise a prescribed jurisdiction, subject in greater matters to British courts and officers. Of these nearly 1,300,000 are in the Orissa Tributary Mehals, 400,000 in those of Chota Nagpore, and the remaining 300,000 may be taken to represent the tribes in the eastern frontier imperfectly counted.

This leaves 65 millions under direct British administration. Of these nearly 37 millions are in the great central province of Bengal Proper. Behar without the Sonthal Pergunnahs is just about half the area and population of Bengal, the population being $18\frac{1}{2}$ millions, or with the Sonthal Pergunnahs, now attached to that province, upwards of $19\frac{1}{2}$ millions. Orissa, excluding the tributary estates, is just over 3 millions. Chota Nagpore, similarly excluding such estates, has about $3\frac{1}{2}$ millions, mostly aboriginal, and 2 millions are in Assam including the Gawalpara district, now attached to Cooch Behar, but geographically connected with Assam.

These populations comprise several distinct nationalities, each mainly resident in one of the different provinces named; but as the national boundary does not in all cases precisely correspond with the provincial boundary, it may be mentioned that Bengal is inhabited throughout by Bengalees of Bengalee language and manners, and that they slightly overpass the Bengal boundaries. A small part of the Purneah district of Behar may be said to be Bengalee. Bengalees are also resident in some numbers in parts of the Sonthal Pergunnahs, and people speaking that language are numerous in the Maunbhoom district of Chota Nagpore. Altogether the Bengalee-speaking people may be taken to be about 38 millions.

The people of Behar are Hindustanees, speaking the same language, and in their manners, &c., identical with the 40 or 50 millions of Hindustanees who inhabit the North-West Provinces, Oude, and parts of the Central Provinces, Rajpootana, &c. Besides Behar Proper a good many are resident in the Sonthal Pergunnahs; throughout the largest districts of Chota Nagpore they are numerous, and their language, manners, and civilisation, are those that come in there as the aborigines succumb to external influences. Altogether then the Hindee-speaking people of these provinces number about 20 millions.

The Oorya-speakers of Orissa, plain and hill country together, are about 4 millions. This is not, however, the whole Oorya race, as they form the population of a great part of the Ganjam district in Madras, of Sumbulpore, &c., in the Central Provinces, and come somewhat over the border on the side of Bengal and Chota Nagpore. In Assam the semi-Bengalees of Gowalpara and Assamese of the upper districts scarcely make up 2 millions.

The aborigines of the western hilly countries who still retain and habitually use their own aboriginal tongues are about 2 millions, while a million may be put down as speakers of various tongues in the eastern and northern sub-montane and hill tracts—besides the much larger number of frontier tribes excluded from the census.

In regard to race it is impossible to draw any line between the aborigines and Hindu races, because they merge insensibly into one another. Besides the 2 millions of western aborigines using their own language, there are probably at least as many people in Chota Nagpore, the western districts of Bengal, and the confines of Behar, who avowedly belong to aboriginal tribes, but who have adopted the Hindee or Bengalee languages, and there are both in Bengal and Behar large numbers of low castes and out-castes which are probably very aboriginal in blood, and can scarcely be said to be Hindu in any real sense, though they may be put down as such. It is a great mistake to suppose that the Hindu religion is not proselytizing. The system of castes gives room for the introduction of any number of outsiders; so long as people do not interfere with established castes, they may form a new caste and call themselves Hindus if they like; and the Brahmins are always ready to receive all who will submit to them and pay them. The process of manufacturing Rajpoots from ambitious aborigines goes on before our eyes, and both in the west and the east many new Hindus exist who are in no degree Hindu in blood.

The low castes, on the other hand, keep to deities and religious observances of their own, are not recognised by Hindus, and are only put down as Hindus because they do not come under any other general name.

The result of the census which may most surprise many people, is the large proportion of Mahomedans. They exceed 21 millions; so that there are perhaps more Mahomedans in these provinces than in any other country in the world, the dominions of the Grand Turk not excepted. They are nearly one-third of the whole population. But this hardly expresses their position, as they are very differently placed in different provinces. Here also the result falsifies many preconceived ideas. It is supposed in some quarters that the country about Patna is intensely Mahomedan, yet in the Patna district the Mahomedans are only about 12 per cent. of the whole, and even in the city of Patna only 24 per cent.; while in all Behar, excluding Purneah on the borders of Bengal, the Mahomedans are only between 10 and 11 per cent. of the population. The plains of Orissa are intensely Hindu, the few Mahomedans there being mere accidental settlers;

Mixed races.

Number of Mahomedans.

Their distribution.

Mahomedans are also few in Chota Nagpore and Assam. But in Bengal Proper they are as nearly as possible half the whole population. If we exclude the Burdwan division, west of the Hooghly, which is allied to Orissa on one side and to aboriginal land on the other, and which contains few Mahomedans, we find that from the Hooghly eastward and northward, in Central, Eastern, and Northern Bengal, the Mahomedans are in a great majority. In these tracts they are not far short of 60 per cent. of the whole population, while in some of the most populous districts in the very centre of the country where the waters of the Ganges and Berhamputra unite, they are from 70 to 80 per cent.

The figures above given scarcely express their numbers relatively to the Hindus, since, as has been above explained, there are very many aboriginal and low caste people who may be classed as Hindus, but are not really so either in race or religion. It may be said that in some of the districts of Bengal the rural population is almost wholly Mahomedan, with the exception of some Helot classes and a kind of dominant class of high caste or educated Hindus, who almost everywhere appear as landholders, traders, and office holders.

In all the returns, the number of boys very much exceeds that of the girls, while the number of women equally exceeds that of the men. This is evidently to be accounted for by the fact that while the natives have very little notion of age, girls come to be counted as women much sooner than boys are counted as men.

Throughout these provinces the tendency to a general excess of males over females observed in some other parts of India nowhere appears. All the returns on the subject have not yet been received, but so far as they have gone, they seem to show the numbers of the two sexes to be on the whole as nearly as possible equal. There is a good deal of variation in this respect in different districts; in some men, in some women preponderating. It is believed that the returns are somewhat disturbed by the circumstance that the census season was that of the rice-reaping and storing, when large troops of reapers go from some of the earlier districts to the great rice districts of the north and east of Bengal, and the aboriginal laborers of Chota Nagpore having reaped their own crops go to earn wages in the plains. It seems probable,

so far as we have yet gone, that the lines of country affected by these disturbances will be for the most part traced, and that the variations may rather confirm than detract from the general accuracy of the census; but all this is being worked out by Mr. Beverley, and will soon be published in his report.

The total area of the Bengal provinces, about 250,000 square miles, is not disproportionate to the great population, but more than half the area is composed of hilly or otherwise thinly populated tracts. By far the greater part of the population is packed into less than the other half of the area, and

Local distribution of population.

Its density.

there the country is one of the most densely populated in the world. The plains of Bengal and Behar (excluding Orissa) may be said to comprise in round numbers about 100,000 square miles, with a population of about 53 millions, giving an average all over of upwards of 530 per square mile. Putting aside the suburban districts of Hooghly and 24-Pergunnahs, in parts of which the rural population is extraordinarily dense, the most densely populated rural district is Sarun, a district which adjoins Ghazeepore, believed to be the most populous district of the North-Western Provinces. The rate in Sarun is 777 per square mile. The adjoining great district of Tirhoot has a rate of 691 per square mile, and a total population which reaches the almost incredible number of 4,384,706 for a single district. There seems reason to suppose that the climate and soil of the Behar and Benares provinces are perhaps those most suited of any in India to the growth of a very large population.

On the other hand, some of the districts of Eastern Bengal are perhaps suited to maintain the largest number of mouths; for while in Behar labour is very cheap, the population seems full, and there is some emigration: in Rungpore, Pubna, Dacca, and Furreedpore, with a population of 600 to 650 per square mile, no one thinks of emigrating, and in some of these districts there is much demand for immigrant labour. Notably in Rungpore, with 619 souls per square mile, wages are extremely high (as wages go in India), indigenous labour is not to be had at any price, and there is a constant emigration from the west to supply the demand for labour.

There is a considerable variety in the surface of parts of the best provinces. All the districts of Behar south of the

Ganges run more or less into the southern hills; one of those on the north runs into the sub-Himalayan range. There is a large tract in the north of Bengal and north-east of Behar, comprising the districts of Dinagepore, Purneah, and Maldah (with the deserted city of Gour), which has been devastated by some rivers and choked up by others, and contains a good deal of waste land and marsh, in which the population is considerably below the average; while in the south again some of the tracts bordering on the Soonderbuns are comparatively unhealthy and thinly populated. Parts of some districts, such as Midnapore and Bancoorah on the west, and of Sylhet and Mymensing on the east, partake to some degree of the undulating character which marks an approach to the hill country.

If we eliminate the exceptional tracts, we shall find that the districts and parts of districts in the plains which are without special drawback cannot average less than about 650 souls per square mile, say one person per acre of gross area. In the best districts we can hardly allow less than 25 per cent. for rivers and marshes, roads and village sites, and other areas for any reason unculturable or uncultivated. Say we have 75 per cent. of cultivation, or three-fourths of an acre per head; we may allow one-third of that for products

Food-producing area per head.

other than the food of the population,—oil-seeds and fibres, indigo and opium, and commercial exports of all kinds, including a large export of rice, as well as the dress and luxuries of the people of the country. The result will be that we can hardly have more than half an acre per head devoted to raising the food of the population. If this be compared with the acreage given to raise food by agriculture and grazing in England and the quantity of food imported there, it will probably be found that deficient as may be the Indian agriculture, it supports more people from the same breadth of cultivated land than any European countries.

On the other hand, this scantiness of the land compared

Danger from excessive population.

to the population suggests the great social difficulties which may arise if population much further increases. And the same calculation renders terrible the thought of what might happen if the seasons, which our experiences of 1871-72 show to vary so much, should ever take so unhappy a turn as to lead to a really serious failure of the crops in these provinces.

With such free means of communication and good prices, the natives certainly do not hoard grain as they used to hoard it. In case of failure how many railways and steamers would suffice to bring food for 60 or 70 millions people, and where should we get food to bring? The grain-exporting countries of Asia are very few and small, the grain-importing countries are many. It may be some consolation, however, to observe that no very general failure throughout Bengal is known to have occurred in times with which we are acquainted. The inquiries of the Famine Commission regarding previous famines (which seem never to have been published) show from official papers that the accounts in popular histories of the great famine of 1770 have been greatly exaggerated. That was a very great and severe famine, but it did not extend to the eastern districts; and so far from the country relapsing into jungle from which it did not recover for generations, as has been supposed, the land revenue was within a year or two after the famine greater than it had ever been.

No statement of occupations has yet been received, but

Absence of large towns.

one thing is very plain, viz. the extraordinary absence of large

towns. The population beyond Calcutta and the suburbs seems to be almost wholly rural. Patna has 159,000 people, and there are a few second-rate towns in Behar. In Bengal Proper, the largest town is Dacca, 69,000. The supposed great city of Moorshedabad, the seat of the Nawab Nazim and his numerous followers, even including some outlying places not properly in the city, has only 46,000 souls; and there is not another town above 31,000, and scarcely a dozen averaging 20,000 each. Rungpore, the capital of the great district of Rungpore, contains 6,100 souls, and Jessore 6,152, each of these districts having a population over two millions.

On the other hand the population of Calcutta and its

Calcutta and suburbs.

suburbs is really large. It is quite out of place to compare the

nominal population of Madras and Bombay with Calcutta, because while they, it is believed, include large areas of a suburban character, Calcutta proper is really in some sense only what the City of London is to real London. The Circular Road, which separates Calcutta from the Suburbs, is a street which no stranger would suppose to be anything but a Calcutta street.

To get the population of Calcutta we must then take at least—

Calcutta	...	...	447,601
The Suburban Municipality	...	...	257,149
The further suburbs known as the North and South Suburban Towns	...	...	89,895
Howrah, the Southwark of Calcutta, on the opposite side of the river	...	...	97,784
Total population	...	...	<u>892,429</u>

It may further be said that the towns of Serampore, Chinsurah, and Hooghly on one railway, and Barrackpore, Dum-Dum, and other places on the other railway, are practically suburbs of Calcutta, and that of the 3,500,000 inhabitants of Hooghly and 24-Pergunnahs, a large proportion are in fact connected with Calcutta.

With reference to Calcutta proper it should, however, be mentioned that several statements seem to point to the suspicion that the census was less completely and accurately taken than in the rural districts, and on this subject the report of the Registrar-General is awaited.

The census has been carried out with surprisingly little opposition or excitement, considering how new it was to the people in most parts of the country. There seems to be no doubt that it was generally believed to be with a view to a tax; and that this should have been so, and yet no opposition encountered (except on one single occasion in an island in those hot-headed tidal districts already alluded to) was a much more favorable result than could well have been anticipated, and goes further than anything that has occurred in recent years to show the strength of our political position in these provinces.

Whether executive and judicial establishments should be distributed with entire regard to area and population, is perhaps an open question; that they have actually been distributed in these provinces without respect of area and population, is a fact which the late census brings prominently forward. Districts have varied in size from about 1,500 to between 11,000 and 12,000 square miles, while the population of districts varies from a quarter of million to four millions and a quarter. One division, that of Patna, contains more

inhabitants than the Bombay Presidency; another division, Chittagong, has only a fourth the number of inhabitants and one-half the area of Patna. The population of police thannahs varies from 15,000 to 340,000; the population of sub-divisions varies from 15,000 to 800,000 or 900,000.

Large as the population is and probably increasing, it

Increase of wages and of prices.

has been common among Europeans and others to speak of the great increase of wages, and sometimes to assume that the labouring classes are better off than heretofore. Some increase of wages there has no doubt been everywhere, or almost everywhere, and in some places that rise has been large. In the districts of cheap labour which throw off a surplus population, as in Chota Nagpore and Behar, the wages of coolies employed by Europeans may have risen from a penny halfpenny to nearly two pence per day in the first named province, and from two pence to two pence halfpenny or even three pence in that last mentioned. In some districts day labourers may even earn as much as six pence per day at busy seasons. Domestic servants, who formerly received 5 and 6 rupees per month, may have risen to 6 and 7 or 8 rupees.

Still it may be doubted whether in the country generally wages have risen more than prices and the expenses of living, and whether those who work for hire are materially better off than they used to be. At the same time there is perhaps more of regular work for regular wages, and there is probably less abject poverty than there once was. In fact in times of fair crops and ordinary prosperity there is not much appearance of want, and the people, even in hard times not amounting to downright famine, still maintain themselves as they always have in a wonderful way, without dependence on charity or public relief of any kind.

The agricultural ryots or small farmers are a more

Condition of ryots.

numerous class in most districts than the labourers for hire, and as they benefit by a rise in prices, it may be hoped that their condition is improving in districts in which enhancement of rent does not follow too rapidly and too severely. It has been said that in Bengal direct enhancement has not been generally pushed to an extreme, and it is the Lieutenant-Governor's hope that more or less the most important class in the agricultural system, the ryots, are beginning to share to

some extent in the general prosperity of the country.

Discussion in 1871 on this subject. In the past year there was brought to a close a prolonged discussion on the condition of the Bengal ryot, originating in the representation of the Calcutta Missionary Conference, who had dwelt on their miserable abject condition and the neglect of the vernacular education of the masses. Most of the officers who reported on the matter asserted that their condition was by no means everywhere and in all respects so bad, though it was admitted that they often suffered many things. There was in fact great variety of statements and opinions, but the general outcome was more favourable than the original statement. The Secretary of State in reviewing the whole matter said:—

“I am desirous of leaving the consideration of the means of providing primary education for the general body of the population to the unfettered discretion of the Lieutenant-Governor of Bengal.

“The subject of the general condition of the cultivating classes of Bengal is one upon which it is impossible to arrive at any safe conclusion on the evidence afforded by the papers. But it is one of such extreme importance that I am convinced it will commend itself to the early and careful consideration of the Government of Bengal, and I shall await with interest the result of the Lieutenant-Governor’s inquiries and deliberations.”

It will thus be seen the condition of the ryots is a subject which the present Government of Bengal is specially charged to watch over and care for. What it is proposed to do for primary education will be elsewhere alluded to.

As some index to the backwardness of the people of these provinces after so long a period of British rule and so much high education, it may be mentioned that the number of letters posted in the past year, excluding the Presidency towns, was but 14 millions, while the North-Western Provinces with less than half, and Bombay with less than one-fourth the population, had 16 millions and 12 millions respectively. The number of newspapers registered for transmission by post was 91 in Bengal to 114 in Bombay.

In connection with the subject of population the question of emigration may be here mentioned. Great as is the population, the great mass of the people are stationary agriculturists who manage to live in a contented enough manner

Emigration.

so long as great failures of the crops do not occur, and cheap as labour is in some parts of the country it cannot yet be said that the market in India for hired labour is yet overstocked. Up to this time people

Within these provinces.

who chose to emigrate from Chota Nagpore or Behar to other districts in these provinces or to Calcutta generally find employment on wages sufficient as Indian wages go. Rungpore and some other districts, as well as our great public works, seem still capable of absorbing more labour than has yet presented itself. Assam still offers abundance of fertile soil. The circumstances are such that there is no unaided emigration and settlement there, but the tea planters are ready to take as much labour as they can get. Still looking to the probability that population will soon

To the colonies.

press on the means of subsistence, the Lieutenant-Governor has thought that emigration to the colonies is decidedly a good thing for all parties, and that it may properly be encouraged in every legitimate way. It is therefore a matter of regret to him that it has been supposed in some quarters that he has been inimical to the emigration operations of the colonial agents, and has thereby checked emigration. Representations on the subject have been received both from some of the colonial authorities and from gentlemen connected with the sugar-producing interests.

It is desirable then to explain that the Lieutenant-Governor's views have been only this, that however friendly to emigration, he is bound to protect the people from fraud and misrepresentation. The colonies vary so much, and the conditions of emigration to different colonies have been so various, while the poor and ignorant classes can so little distinguish one colony from another, that it is but fair that they should understand exactly the bargain they have made and the treatment they are to expect. If they find that they are deceived, or that there is uncertainty in the engagements, emigration is likely to suffer in the end far more than the slight check given to it by the enforcement of just and necessary rules. This last is what has occurred during the past year.

The occurrence of several cases of kidnapping and inveigling women drew the attention of Government to the class of men employed as recruiters. It was found that the Protector of Emigrants, under whose license they act, had

really no knowledge of most of them, and that men of infamous character might ply the trade without hindrance or supervision. The Lieutenant-Governor directed that no license should be given to any man whose character was not known to the Protector, or regarding whom the Magistrate of his district did not report favourably after due inquiry. At the same time Magistrates were warned to lose no time in replying to the Protector's references, and to throw no obstacles in the way of free and intelligent emigration. The Royal Commission upon immigration into British Guiana had demonstrated clearly that the rates of wages entered in the coolies' agreements here were purely fictitious, and that colonial law did not recognize any contract made in India. The Lieutenant-Governor directed that it should be explained to intending emigrants that no binding contract could be made here, and that the column for wages in their registers must be left blank. He could under the circumstances have done no less. When it was shown that Jamaica by a recent Act had guaranteed a minimum wage, it was at once arranged that this fact also should be generally made known. This action had the best possible results. British Guiana and Trinidad by special ordinance guaranteed forthwith a minimum rate of wages, and it is understood that in the former colony a general immigration ordinance will shortly be introduced embodying also the principal recommendations of the Royal Commission. The correspondence which passed in connection with this subject proved that there had been a great want of sufficient information. This Government was left ignorant of important changes in colonial law for months or years after they had taken effect. The information possessed by the English Emigration Commissioners themselves was found to be very imperfect. Abuses of a flagrant kind had prevailed till very recently in Jamaica, as shown by the Governor's report; the time-expired emigrants in the Mauritius have been treated with great tyranny, and abuses have prevailed in some other colonies. It is hoped that the result of the action which has been taken will be to place the whole subject on a more satisfactory basis, which will, the Lieutenant-Governor believes, in the end prove decidedly advantageous to the colonies themselves.

Before proceeding to the operations of the various departments, seeing that the year 1871-72 was the first complete year of the present Lieutenant-

The position of the present Lieutenant-Governor.

Governor's administration, it may be well briefly to explain the situation to which he succeeded and the general character of the course which he has followed.

The Bengal civil administration has for long widely differed from that of other parts of British India. That it has been so may be said to be in some degree the result of an accident rather than the original design of the framers of the system. When after many trials and much vexation and difficulty the Government of Lord Cornwallis, abandoning the attempt to manage the land revenues in a more direct fashion, made them over to zemindars, who were bound to pay their quotas into the Collector's treasury under penalty of sale of the estates confided to them, it became unnecessary to maintain the tehsildars, or native collectors and establishments subordinate to them, who in all other parts of India collect the revenue in sub-divisions of the districts presided over by European Collectors. These native collectors have since become much more than mere tax-collectors, being in fact in their degree administrators for very many purposes, just as the District Collector is an administrator in his superior degree. In some respects indeed the tehsil establishments are the very backbone of our administration in most provinces. But they are to this day entirely absent in Bengal, and the circumstance has much detracted from our knowledge and means, and causes the want of an important link in the connection between the Government and the people. Many things done by tehsildars in other parts of India are not done at all, and many things which we should know through them we do not know. For many things which must be done there is a constant deputation of temporary Deputy Collectors, surveyors, and other occasional establishments, under a system which is very inconvenient and unsatisfactory in many respects.

At first the superior police administration also was entrusted to the Bengal zemindars, but it was soon found that they were unequal to this duty, and they were relieved of it. The obligations in regard to village police, keeping the peace, and the duties of watching and apprehending criminals, giving information, &c., attached to the holding of land, were continued; but a superior Government police were established, and the country was portioned out

The Bengal system.

Absence of native local agency.

The police system.

into police circles or thannahs. This police long remained the only permanent mark and instrument of our rule in the interior of the Bengal districts, till at a later period subordinate judicial establishments were also pretty generally established. For executive purposes, however, the police are to this day the only permanent instruments available.

Although at the time of the permanent settlement the collection of the land revenue was made over to the zemindars and certain proprietary rights were assured to them, still, as the Lieutenant-Governor has several times had occasion to point out, nothing was further from the intentions and acts of the Governments of Lord Cornwallis and his immediate successors than to bestow on the zemindars an absolute property in the English sense, or "to abstain from interference between landlord and tenant" according to the phraseology of more modern days. This much any one who will take the trouble to read the Regulations of 1793 and the following years may see for himself. Those early Regulations were most careful in their provisions for restraining the zemindars and protecting the ryots. The zemindars were prohibited from ousting the ryots or from taking rents in excess of the rates established by custom for each local division or pergunnah. They were bound to maintain the village accountant or putwaree, and to file full accounts of their demands and collections with the canoongoes or superior accountants and record-keepers of sub-divisions under the Collector, who was thus to have complete information of all revenue affairs and easy means of reference in regard to all questions of rent rates, &c. A general power of interference on behalf

of the ryots was reserved by express enactment, and a registry of all rights and obligations was to have been compiled. This last great work, however, was never carried out. Various attempts were made to organize a canoongo establishment in different parts of the country, but there was difficulty about funds, and the arrangements were never completed, till, a generation later, a time came when different ideas

prevailed, when canoongoes were abolished, putwarees discouraged, when zemindars were considered to be landlords in the English sense, and interference between landlord and tenant was said to be contrary to the laws of political

The position of the zemindars under the system of 1793.

Rights of ryots.

Change of 1793 system.

economy. Meantime it had also become in most instances quite impossible to use the zemindars as administrative instruments. Most of the original zemindars failed to pay, and their estates were sold and split up. By the operation of the Hindoo and Mahomedan laws of inheritance, and a vast system of sub-infeudation, the rights in the land have come to be held by many sharers and in many gradations of over and under holders; and as mere property those divided rights are held in very many cases by speculators, women, children, and others from whom no administrative help could be expected. It may be said too that while there has been a general tendency much to insist upon, and indeed exaggerate, the rights and privileges conferred on landholders by the permanent settlement, there has been at the same time an equal disposition to forget, evade, and ignore the terms, conditions, and obligations attached to those rights and privileges by the very Regulations which conferred or confirmed them. The idea of property has become stronger and stronger, and the idea of obligation attached to the functions of landholder has become weaker and weaker. It may be said that every point about which there could be any doubt has been allowed to settle itself in favour of the landholder and against the public.

Thus, then, it has happened that in the provinces which we have held the longest of any in India, we have less knowledge of and familiarity with the people than in any other province; that British authority is less brought home to the people; that the rich and strong are less restrained, and the poor and weak less protected than elsewhere; and that we have infinitely less knowledge of statistical, agricultural, and all other facts.

While the Governor-General in Council was the Governor-General of Bengal, and the Central Government resident in Calcutta directly administered the Bengal territories, those territories had the attention of a strong Government in theory at least; they were recognized as a most important charge both of the Governor-General himself and of the Members of his Council, and to the very last year of that form of Government we find in the Regulations that the old principles of the permanent settlement were adhered to. The statute books of the years 1817, 1818, 1819, are full of Regulations for putwarees and canoongoes, and down to 1833 we find the obligation of zemindars to file their papers and accounts still insisted on in a fresh Regulation.

But when in 1834 the Governor-General and his Council became Governor-General of India in Council, and the Governor-General became Governor of Bengal without a Council, a great change in Bengal administration took place. Lord William Bentinck probably never lost his interest in Bengal, but in Lord Auckland's time, more distant politics wholly engaged the attention of the Government of India. In the days of his successor new kingdoms came rapidly under British sway and engaged more immediate attention. The Governors-General were constantly absent in the Upper Provinces for years together, and the Government of Bengal was generally entrusted to the Senior Member of Council, sometimes an experienced civil administrator, sometimes a military officer entirely without any such experience; but always in an uncertain and casual and temporary sort of way. The Governor-General sometimes took charge, and a strong man made a strong will felt; but it was totally impossible that he could master or attend to the details of an administration very widely different from those with which he was brought more immediately in contact. Under this system the real administration in details was very much left to two important bodies—the Sudder Court superintended judicial affairs, and the Board of Revenue obtained a much larger authority in revenue matters than in other parts of India.

It seems to have been in the Board of Revenue that the views regarding extreme rights of property and non-interference, to which allusion has been made, had their origin. Little as these views are consonant with the principles of the permanent settlement most plainly set forth in the Regulations, the permanent settlement has been in loose and general terms appealed to in their support. It has been the fashion with a certain class of Bengal politicians to denounce every reform,—it may be said every attempt to obtain information—as contrary to the permanent settlement. It may almost be said that at one time, to ask a ryot his name, anywhere but in a court of justice, would have been considered by some people contrary to the principles of the permanent settlement.

In 1854 a separate Lieutenant-Governor of Bengal was appointed to administer that Government; and the office has been filled by most able and distinguished men, by comparison with whom subsequent rulers must feel their task a difficult one. Still the work to be done was then enormous,

Influence of the Board of Revenue.
Creation of the Lieutenant-Governorship.

and it may well be that the great improvements and advances which they have made in spite of drawbacks and difficulties have left something to be effected by their successors. It may be mentioned too that in the time of the first two Lieutenant-Governors, the Bengal Government had no legislative authority. The Bengal Legislative Council only commenced its labours under the Indian Councils' Act of Parliament in the last days of the administration of Sir J. P. Grant. Till then nothing, however small, requiring legal sanction could be done without obtaining an Act of the Indian Legislature.

The events of the mutiny necessarily caused things to be a good deal thrown back; and there were in those days great domestic evils to be coped with. It has been said that in Bengal the rich and powerful have been less restrained, and the poor less protected than in other provinces, and up to that time this was so in the most literal sense of the word.

Agrarian lawlessness. There was in the interior of Bengal a lawlessness and high-handed defiance of authority, by people who took the law into their own hands by open violence, which would not have been tolerated for a moment in any other part of India. It required all the energies of the first Lieutenant-Governor to deal with these and other patent evils; and it may be said that the Government of the second Lieutenant-Governor was a continued struggle with questions arising out of past lawlessness and affecting important interests which suffered by the transition from an old-fashioned state of things to a rule of law and order. He succeeded in this task, and achieved a very lasting improvement, but he was, it is believed, wearied by the struggle, and retired before completing the usual term of office.

One of the most important results of the measures taken by the two first Bengal Lieutenant-Governors was the establishment of sub-divisions of districts, in each of which an officer was placed with the powers of a Magistrate and some other powers. The system has even yet not been fully carried out in all districts, but in most districts it has been so, with the effect of very greatly reforming the habits of open lawlessness above mentioned. A Bengal sub-division is on the average perhaps about twice the size of the tehsil of other parts of India, or even larger, but still the institution has sufficed

The sub-divisional system.

to bring to the knowledge of the people of Bengal that there are courts for the redress of flagrant and open injuries; and so far the hands of the District Magistrates have been very greatly strengthened.

About the same time, however, a change took place which greatly detracted from their executive authority. Under The new constabulary. Lord Canning's Government it was determined to reform and reorganize the police all over India, and under a new police law the force still known as the new police was organized with a good deal of military form in its composition, and under a departmental control, which made it to a great degree independent of the magistracy. In other parts of India the Magistrate-Collector had still revenue and executive establishments to fall back upon; but in Bengal, where he had none such, loss of authority over the police meant loss of almost all executive authority, or at any rate of all executive instruments. As departments were multiplied, and more and more masters put over him, the Magistrate-Collector of a district became more of a drudge and less of a master than is desirable in a country where personal authority must always go for much.

The Lieutenant-Governor ventures to think that in the sub-divisional and other arrangements hitherto subsisting, too great prominence has been given to judicial and too little to executive considerations. The sub-divisional officers have no executive establishments whatever, and no authority over the police; they have been little more than local Judges of petty criminal courts, and latterly they have been so much tied down by treasuries and sedentary duties of various kinds, that it has been scarcely possible for them to make those inquiries on the scene of crimes and other serious occurrences by which the benefit of a local magistracy is chiefly felt. Courts, both civil and criminal, are now pretty generally spread over the country (though even now there are but few compared to the greatness of the population), and if courts could do everything the deficiency would not be so great. But the Lieutenant-Governor has had too much

experience of, and practice in our courts to be very confident that what the people think justice is always secured. It is the fashion among some Englishmen to suppose that everything must be right which is done under the forms of law, but it

may be that our courts are sometimes Juggernaths, crushing those who fall under their relentless wheels as they follow the course traced out for them by law and rule. The appetite for an excessive legal technicality grows rapidly in India, and it may be that the rich man with troops of lawyers at his back still sometimes oppresses the poor as much as when he operated with troops of club-men.

Not only did the mutiny directly interfere with the course

Effect of the mutiny.

of administration, but also by its indirect effects it much influenced the subsequent course of things. It led to one of those strange oscillations of Indian opinions which seem to occur periodically like the tides. By a very unintelligible concatenation of ideas, because the North-Western Provinces had been the chief scene of the sepoy mutiny, it was held by

Depreciation of the Punjab system.

many that the civil administration of those provinces and of the Punjab, previously believed to be remarkably successful, must be bad. Many people thought that the mere fact that an institution obtained in those provinces was enough to condemn it. Settlements of the land with small holders were declared to be open to every possible objection, and there was a great revival of the school which maintained the advantage of great landlords and absolute rights of property.

Legislation for landlord and tenant.

In 1859 a very important Act for the regulation of the relations between landlord and tenant, based upon old principles with some modern additions, was passed quietly enough; but soon after there sprung up a storm of opposition; it was denounced as confiscation of the rights of landlords; attempts were made to put upon it a construction which would have nullified all the protection it afforded to ryots; and it was not till after years of hot and angry discussion and keen litigation that the highest court gave to it an authoritative construction, and settled the action of the courts into a course not unfavourable to the ryots who have means enough or combination enough to litigate.

Occupied as the Bengal Government was by many things in provinces so much greater than any other Indian administration, with the addition of much political frontier business, it is not surprising that the Board of Revenue retained much of the authority in matters of departmental administration which it possessed under the previously

subsisting practice. It may, perhaps, also be permitted to

Training of former Lieutenant-Governors. the present Lieutenant Governor

to observe, as some excuse for seeking to do some things not done by the distinguished men who preceded him, notwithstanding his extreme inferiority in natural and acquired gifts, and his entire want of that broad experience in the Secretariat and in the Government of India which they possessed, that some of them had had very little practice as executive officers, and were perhaps on that account less prepared to deal with executive details

Their relations with the Supreme Government. during the short term of Indian office than they otherwise might

have been. It is only repeating too what is generally believed, to observe that their action was said to be much hampered and retarded by an unfortunate difference of opinion on minor matters which seems to have very frequently occurred between the Governments of India and Bengal, and which does not seem to have been allayed by the presence in the Council of the Governor-General of a Bengal Civil Servant, who not unfrequently differed from the Lieutenant-Governor in office to be differed from when he succeeded to the Lieutenant-Governor's post.

The events of the famine of 1866 brought prominently to notice the inconveniences which resulted from the semi-independent action of the Government

Failure of the Bengal system in the famine year.

and the Board of Revenue respectively, and the consequent want of a common understanding; and still more the evil which must on such an occasion result from the want of knowledge of, and power of action in, their districts on the part of district officers without an executive establishment. The calamitous events of that year gave rise to an inquiry by a Commission of which the present Lieutenant-Governor was a

Proposals for reform.

member, and the occasion was taken to direct a report on the

Bengal system of administration, with a view to the suggestion of improvements. In this also Mr. Campbell took part. That report was the subject of much review and consideration by the members of the Government of India and successive Secretaries of State, but no definite conclusions were arrived at on the general questions involved for some years, during which local reform was as it were in abeyance; the more so as Sir W. Grey, thorough and able administrator as he was, was a man of a decidedly conservative temperament.

Eventually a definite policy was marked out on some particular subjects, to which the late Lieutenant-Governor, Sir W. Grey, had not given a complete adherence.

When then, after a somewhat lengthened absence from

Mr. Campbell's appointment,

India, Mr. Campbell was called from his home in the North to preside over the administration of Bengal, he could not but feel that, taken as he was from the rank and file of the service without having filled the posts which usually lead to so great an office, it was intended that he should carry into practice views which he was known to hold in general accord with the declared policy of the Government of India and of Her Majesty's Government in England, and that to this end he was selected as a man who, without the qualifications of previous Lieutenant-Governors, had this advantage, that as a simple executive and judicial officer he had served in every executive grade and most judicial grades in many provinces. It was, he believed, considered that he would thus bring to the administration a somewhat wide experience of details acquired under a considerable variety of circumstances, and that he might be enabled to work out in practice, with the assistance of the able men of, prolonged local experience by whom he would be surrounded, the problems which had occupied the Commission of which he was a part, and the Governments which had considered these matters. On the main questions of provincial finance and local taxation, on the condition of the ryots, on the collection of statistics, and on other matters, express orders had been issued, and in respect to some other questions orders have since been received. By these orders, and by the spirit of these orders, he has been guided. Feeling then that he had in some sort a special task to perform, and that life, especially Indian official life, is short, while Indian discussions are very long, Mr. Campbell has thought it his duty to go to work without delay, not sparing labour, by which he has hoped to make up for other deficiencies. If it be thought that he is open to the charge of going too fast, it must be remembered that he came to deal with matters which he had long thought out and the principles of which the Government had already very fully discussed; and that it is only by active exertions that he can hope to make an impression on a very large undertaking.

In this undertaking he has had several special facilities. The very liberal financial concession made by the Govern-

ment of India to the local Governments immediately before he took office, by which the funds devoted to the principal civil departments, including the Police, Jails, Education, Civil Public Works, with the Medical and some other branches, were put in one sum at their disposal, has enabled him to deal with departmental details in a way which would have been totally impossible under the former system. And the system of local taxation on which the Government of India and Her Majesty's Government had determined, and which it was perhaps his principal duty to carry out, while involving much and anxious labour, has at the same time rendered necessary and inevitable the collection of facts and the creation of machinery which will much assist the administration in many ways, and which it might have been otherwise very difficult to obtain. Above all, the Lieutenant-Governor feels that he has had the very great advantage, not always enjoyed by his predecessors, of the hearty support and assistance, he hopes he may venture to say confidence, of the Government of India. That alone makes possible a task which would have been under any other circumstances impossible.

On the other hand, Mr. Campbell has been unfortunate in the removal of some of the experienced officers on whom he most relied for aid. It is totally impossible that any man can properly perform single-handed the work of this great Government. As the Government is at present constituted, the two Civil Secretaries must be more than Secretaries; they must be ministers of departments. But very soon after Mr. Campbell's appointment, one of the Secretaries, Mr. Eden, who has so long had a very large part in the Government, was promoted to preside over the administration of British Burmah. Not long after, the health of the other Secretary, Mr. Rivers Thompson, an officer on whose knowledge and judgment the Lieutenant-Governor especially relied, became indifferent, and a short leave having failed to restore it, he was a little later compelled to go to England on furlough. The return of an officer so able and experienced as Mr. Dampier would have filled the blank thus made; but Mr. Dampier had been back but a few months when he too was promoted to an office under the Government of India. The Lieutenant-Governor has no doubt that there is no dearth among the members of the Civil Service in Bengal of able men well fitted to fill all the vacancies which have occurred in these and other offices, and with one exception

they have all been so filled. But seeing the peculiar circumstances in which he was placed, and how impossible it would be for himself individually to elaborate all details of measures which might combine the best parts of his experience in other provinces with those things in which Bengal excelled, he thought it very desirable to associate with himself and with the Bengal officers serving with him, one very able officer of the Bengal Civil Service who had much experience in other parts of India both as a Secretary and as an executive officer; and the Viceroy in Council was accordingly good enough to place at his disposal the services of Mr. C. Bernard, then attached to the Central Provinces. Of him the Lieutenant-Governor may say that his assistance has been as invaluable as his devotion to the public service has been untiring. The Lieutenant-Governor feels sure that however unusual the step may have seemed at the time, the officers more constantly employed in Bengal will not regret the circumstances which brought Mr. Bernard among them.

Mr. Campbell had on one occasion, in stating his views, spoken among other things of 'governing more actively' than had hitherto been the case, and the following extracts from a letter in which he explained the sense in which he used that phrase may be useful as indicating the course which he has attempted to follow :—

Mr. Campbell's views of governing more actively.

"To govern more actively means to use the power and influence of the executive more actively and decidedly in promoting and, if need be, compelling the honest performance by each class of the obligations which undoubtedly attach to it by law or otherwise, but which are too often evaded in practice; and to apply remedies by legislation or executive action for those defects and wants which a thorough knowledge of facts may bring to light. With this view the Lieutenant-Governor would seek information in regard to the country and the people of all degrees, and thus obtain the means of elaborating any measures which might seem to be required with greater confidence than when we are ignorant of very much that we ought to know. By the system of non-interference he means the practice of not seeking to obtain detailed information, and of deeming it enough to set up courts of justice, to keep the peace, and to dispose of matters which force themselves on the attention of Government. The Lieutenant-Governor has often felt, and he apprehends that others must have often felt, how

difficult it is to do justice to the country or to particular tracts—how impossible it must be to lay Bengal administrative questions fully before the Government of India—when the statistics of Bengal and Bengal districts were and are so incomplete. As an illustration of what the Lieutenant-Governor means, it may be mentioned that we have (as has already been reported in other communications) no reliable information—even approximate—regarding the area of land under cultivation, the prevailing rent-rates, or the breadth sown with the different crops. We do not know what districts produce more food than they consume; what districts hoard food, and what districts export food. At the present moment if a famine were to occur in one part of Bengal, this Government could not tell from whence the deficiencies of the famine tract could best be supplied. Less than two years ago, when the Government of India had before it the great Soane Canal scheme, the revenue officers of Behar were reluctantly obliged to confess that they could give no statistics of the area under the plough, of the irrigated lands, of the different kinds of crops, over the tract which was to be watered by the proposed canal. The Supreme Government had therefore to decide upon undertaking the Soane Canal without any of the information which is available in such detail from other parts of India. In regard to the population of the country and of the several districts, the Government of Bengal was very much in the dark. Houses had been counted, or were supposed to be counted, in some sort of way in most districts, at different times during the last thirty years. But it is only during the present year that a census of Bengal was undertaken under the orders of the Indian and the Home Governments.

“At the same time Mr. Campbell would specially wish to guard himself against the supposition that he means to claim for the present Government the ability to obtain complete information, or to suggest that previous Governments have failed to seek information. It is merely a question of degree. He believes that his predecessors had not sufficient machinery to obtain all the information they would have desired, and that a somewhat excessive reliance on the efficacy of a permanent settlement and a judicial machinery had, at one time, led some high authorities to think detailed information less necessary in Bengal than in other parts of India. He believes that one great misfortune and some other difficulties attributable in some degree to a lack of knowledge, had

convinced both the Government of India and Her Majesty's Government—he may say successive Governments—that Bengal could not be safely governed, with due regard to the lives and the happiness of the people, without a more intimate knowledge of them and their affairs; and he has considered it to be his duty and his function to seek to obtain more information than we have hitherto possessed. In that view he thinks he may assert that he had the fullest concurrence and support of the late Lord Mayo and the Members of the Government of India. He believes that he only sought to follow the course marked out for him by superior authority. In doing so he neither claims any special credit for himself, nor would throw the smallest imputation of remissness on the very able men to whom he feels himself but an unworthy successor. The present Lieutenant-Governor only humbly undertakes to the best of his power that particular phase in the administration which the course of events has made, as it seems to him, imperative on any Government of Bengal at the present time.

“So far then as it is proposed to make any change in the policy which has been pursued in Bengal, the change may be described as being, in its present stage, mainly a change from a less seeking of information to a greater seeking of information, and not a change in the positive principles of Government.

“In the last paragraph of the despatch, the Secretary of State expresses doubt regarding the meaning of a passage of the Lieutenant-Governor's letter to the Board of Revenue, dated 10th June 1871, in which he says,—“If the Road Cess Bill is passed, it will be absolutely necessary, in carrying it out, to fall back on the still subsisting regulations, and on the duties of landlords and functions of Government recognised in earlier days.” I am to explain that this passage refers to the obligations imposed on the zemindars by the code of regulations under which the permanent settlement was established, and other regulations supplemental to it. In former days the zemindars were bound to report for record their holdings, their successions and transfers, to maintain accountants, and to file in the Collector's office full information regarding their under-tenants, their rent-rolls, and everything connected with their estates; while the Government undertook to appoint canoongoes who were to superintend the work, to compile the district and pergunnah registers, to record the transfer of estates, and to keep the Government informed of all those transactions concerning the land

of which we have now so little knowledge. What the Lieutenant-Governor meant to express, and thinks that he may with confidence repeat, is that with a view to the valuation and record of tenures in the land which the Road Cess Act involves, it is absolutely necessary that we should again require the landholders to give us the information which they were required to give by the very constitution of their tenures under the original settlement laws; while the Government must arrange to receive and compile and test the papers filed by the zemindars, and must thus become acquainted with the economy and management of estates somewhat in the manner contemplated by the Governments of Lord Cornwallis and of his successors.

“If this had not been required by the Road Cess Act, the Lieutenant-Governor has no doubt that it would have been his duty to represent that, as the first step towards putting ourselves in a position to understand the most important rights and interests of the people whom we govern, it was most essentially necessary to give effect to the old regulations requiring landlords to register their holdings and the tenures of those holding under them; but that having been settled as an incident of the system of local taxation under the Road Cess Act, which has received the sanction of the Viceroy and of Her Majesty’s Government, it is now unnecessary to state the great work of a register of tenures as a proposal requiring sanction.

“The Lieutenant-Governor desires very distinctly to assure the Government that His Grace the Secretary of State is entirely correct in supposing that he is not making inquiries with a view to new legislation in restriction of the legal rights of zemindars. So far from contemplating anything of the kind, Mr. Campbell has repeatedly acquiesced in the view taken by the great majority of the highest and most experienced officers who have been consulted, that it is not desirable to re-open the settlement of this most difficult question which has been arrived at by the legislature and explained by the decisions of the highest tribunals. Whether there may or may not be particular points in respect of which amendment might be reasonably suggested, Mr. Campbell entirely concurs in the opinions expressed, to the effect that the people having become accustomed to the existing law, it should not be materially altered without the strongest grounds.

“If in any respect there has been question of any action in the direction indicated by the Secretary of State, it has

only been for the purpose of giving effect to some of the most plainly expressed and best known laws in the statute book, in districts where the ryots are incapable of fighting their case in court; and even in that respect Mr. Campbell has not been inclined to push too hotly a strict observance of the law, having much respect for what is termed in the despatch "the adjustments which depend on custom," and being somewhat unwilling to disturb them, even when they go beyond the law, so long as they do not lead to very grievous practical injustice or loud complaints. The Lieutenant-Governor's action on this subject has been confined to a district of Orissa where the Collector reported very serious abuses and excessive extortions from ryots specially protected by leases direct from Government, and where in consequence some inquiry has been deemed necessary.

"The Secretary of State rightly interprets the inquiries directed by the Lieutenant-Governor to be only directed to obtain information on 'matters on which it is of the first importance that Government should be well informed.'

"The following passage of the despatch describes the Lieutenant-Governor's object and intentions in a way to which he can add nothing:—

"What I understand him to require is only such general and detailed knowledge of the condition of the agricultural population, in all the main elements which affect it, as ought to be in the possession of every civilised Government, and especially of a Government which, whether for good or for evils, stands very much in the relation of a landlord as well as of a Government, to large portions of the people.

"Mr. Campbell's present action and objects in regard to the matters which form the subject of these passages and some other matters may in fact be summed up in the one word—*Statistics*. He believes that statistics are not an end, but a means to an end; and he thinks that a better knowledge of the country and the people of a province where our knowledge has fallen so far behind that which we possess in other provinces of India, will probably tend to improvement in the administration. But meantime, in the present stage, he is in truth doing little more than trying to ascertain facts. If he succeeds, even in a very moderate degree, in that attempt, then he, or those who may come after him in the Government, will be in a much better position to proceed with confidence in any measures for the amelioration

of the condition of the people which may be suggested by the facts brought to light."

As regards statistics it will readily be admitted that the census is a great statistical work, which has, under the circumstances already related, very sufficiently taxed the energies of our officers during the past year; and the Lieutenant-Governor believes that there is substantial truth in the warning given by some of our best district officers, that the Government must not expect that, because they have successfully accomplished this service, they can do likewise in other matters. The census, taken as it was with so small machinery, was a great effort, involving a tension which cannot be continued; and the Lieutenant-Governor is sensible that he must wait till the additional establishments which he now hopes to obtain are organized, before again asking for statistics on a very large scale. He is very anxious to get some of the agricultural statistics in which we are so sadly deficient, and which

Statistical work.

are notably wanted with reference to the great irrigation works which we have undertaken. But he has felt that he must be moderate in the demands which he makes from *all* districts, and for the present he purposes to confine his arrangements for more detailed agricultural statistics to four specimen districts in different parts of the country in which special establishments are being organized for the purpose.

Agricultural statistics.

Similarly, in regard to vital statistics, despairing of soon getting reliable figures for the whole country, the Lieutenant-Governor has arranged to select, in connection with the census arrangements, certain limited specimen areas of town and country in each district, in which the census has been taken with more than ordinary care, and for obtaining from these vital returns for which special arrangements are in progress.

Vital statistics.

At the same time arrangements have been commenced for the collection and preparation of statistics of a more general character, which, it is hoped, will fructify when sufficient establishments are available.

Meantime the Lieutenant-Governor has been anxious, as far as possible, to familiarise the local officers with the intelligent use of simple statistics, and especially to induce them

to observe facts which every district officer ought carefully to watch. For instance, a weekly

Return of weather and crops.

return of the state of the weather

and the crops in each district published speedily and punctually must be most useful for many purposes, and is most necessary to enable the superior authorities to watch events in a country where such a surprise as the famine of 1866 was possible; and the Lieutenant-Governor is glad to find that in establishing a weekly return of this kind, he is in complete accord with the Government of India, which has adopted a similar practice for all India. The state of agricultural prospects with the rainfall and the weather is sent in from each district at the end of each week, and published in the *Calcutta Gazette* of the following Wednesday, with latest intelligence up to Tuesday sent by telegraph from some of the principal centres. This last information is also every alternate week telegraphed to the Government of India for incorporation in the general return of the *Gazette of India* of the following Saturday. This may not be very much in itself, but it is important as turning the attention and thoughts of our district officers into a channel which had been too much neglected. At first it was not always understood that such things could be deemed important. The return was in some cases supposed to be mere routine, and was left by some officers to inferior clerks, who sent in curious statements in grotesque language; but it has now come to be understood that the Government mean these returns to be real, and the Lieutenant-Governor believes that in consequence large number of officers now mark intelligently the effect of the season on the crops and the state of that industry which is in an overwhelming degree the most important in the country, who formerly took no sufficient heed of such things.

The want of knowledge of their districts on the part of district officers, under a system which has involved lamentably

Permanency of district officers,

frequent changes, was brought prominently to light in a correspondence with the Board of

The Board's statement on the subject.

Revenue at an early period of the present Lieutenant-Governor's administration. The Board said, "Great difficulties will arise in the collection of the necessary data from the fact that in the permanently settled districts there is at this moment scarcely a Collector who has been long enough in charge of his district to be at all

thoroughly acquainted with the details of its past and present physical and social condition. Only six Collectors in the Regulation Provinces of Bengal have at this time been in charge of their respective districts for a period of two full years, and only two out of these six for four years."

The Lieutenant-Governor has been most sensible of the evils here depicted, and his most strenuous endeavours have been used to remedy them. The remedy was far from easy. Not only do the constant changes and promotions of the Indian service, and the constant furloughs under very liberal furlough rules, lead to much inevitable change, but also the pressure brought to bear on Government on the part of officers with whom or with whose wives the climate of particular districts is stated not to agree, is very great. A kind of belief seemed to have grown up that an officer who had served for a certain period in districts of a certain character, had a kind of prescriptive claim to be transferred to other parts of the country where the climate is different. The Lieutenant-Governor has felt himself constrained to set his face against these pleas. He has found it necessary to declare that the claims of the public service must prevail even against good and reasonable claims of individual officers.

A good deal of promotion having occurred in one or two previous years which the return of senior officers might have thrown back, the Lieutenant-Governor has nevertheless thought it on the whole better to retain in charge of several districts junior officers who had acquired some knowledge of them, and who were likely to remain long enough to cure the defect of youth, rather than eject them in favor of officers somewhat senior. In this and other matters he has been obliged to tell some officers that they must submit to what might be due to the chances of the service, and wait their opportunity.

Further, while not attempting any definite scheme of separation between the executive and judicial services, and not being yet clear whether the advantages or the disadvantages of such a separation would preponderate, the Lieutenant-Governor has felt strongly that the number of changes is doubled by constant transfers on promotion from executive to judicial and judicial to executive offices; and that in fact many men, especially among the new competition service, are best fitted for judicial, while others are best fitted for executive work.

The Judicial and Executive services.

Undoubtedly, not a few men who are very indifferent executive officers make fairly good Judges, and some who would be bad Judges make fair executive officers. The Lieutenant-Governor has therefore, as far as is possible under the present system, selected men for either line and kept them in that line without strict regard to relative seniority in the general service. By these means he has succeeded, he hopes, in rendering changes very much less frequent than hitherto. He much wishes he could make them less frequent still, but under the rules and conditions of the service they are sometimes inevitable.

On the whole question of seniority while paying due regard to that claim, other things being equal, and giving it fair weight under all circumstances, the Lieutenant-Governor has felt that the exigencies of the public service are so great that it is impossible that promotions and the employment of officers can be too entirely regulated by seniority or by standing in any roster. He has found it necessary plainly to tell officers of the police and other departments, who claimed to seek explanations in every case in which they did not obtain promotion in what they considered their turn, that he cannot recognise any service list to be of the nature of a regimental list, in which promotions are to go in order, save in case of grave fault or other extreme cause. He has said that not only merit, but also the particular requirements of the public service, must guide the head of the Government, at the same time that he weighs to the very utmost of his ability all claims, seniority included.

Even in the Civil Service claims grounded on seniority have been sometimes put forward, which are quite inconsistent with the very arduous and important character of the duties entrusted to the members of the service. It so happened that the late Lieutenant-Governor, Sir W. Grey, had shortly before his departure put on record notes very strongly repelling pretensions of this kind, and the present Lieutenant-Governor, having made some appointments to very important districts somewhat out of the strict order of seniority, took occasion to make known to those who complained that he held himself fully justified in doing so whenever in his judgment the course followed was advantageous to the public interests. Some agitation seems to have taken place among some of the members of the service, who at one time appeared to be in danger of overstepping the limits of deco-

rous discipline. Their views were understood to be that the Government might choose for special appointments, but that as regards the ordinary branches of the executive and judicial services, the charge of districts and similar appointments, it was bound, by the rules and privileges of the service, to promote in order of seniority, unless very strong and special reasons to the contrary existed in the case of any particular individual. The Lieutenant-Governor would most certainly have repelled such pretensions as his predecessor had done, and would have expressed his most especial dissent from the rule suggested. Of all appointments the charge of a district is that which he thinks most to require careful selection; and he can imagine nothing more injurious to the public interests than a practice which might put in a position of inferiority, under a routine rule of promotion, the real backbone of the administration—the local service. Any such rule would put the Civil Service in the same position as some of the regiments of the old sepoy army, when all officers who had interest or recognised merit got staff and civil appointments, and the regiments were left to those who failed to get such appointments and whose promotion was regulated by strict seniority alone. The Lieutenant-Governor was happy to know that the better sense of the service prevailed; the pretensions alluded to were not supported, and he had no occasion for discussions which might have rendered inharmonious his relations with those upon whom he must rely for the success of all the measures which he attempts. He hopes that his course of action is now understood. The members of the service may rest assured that he will always study their just and reasonable claims, so far as may be possible.

While the Lieutenant-Governor feels that the business of so great and diversified an administration is so heavy that there is much reason for relieving the head of it as much as possible, he has still felt bound to assume, for the present at least, the same degree of control over the affairs managed by the Board of Revenue which is exercised by other Governments in India; and the confirmation of settlements of land revenue and other questions of which the Board had formerly disposed are now submitted for the final sanction of Government. In making this change, the Lieutenant-Governor was actuated by no distrust of the eminent and experienced members of the Board; but, in addition to general considerations, he thought

Government in its relations to the Board.

it desirable that he should have an opportunity of reviewing the system followed in the departments under the Board as well as in other departments, and of comparing the practice with that of which he had experience in other Provinces, particularly in respect of questions connected with the land and land revenue. In the course of this review, he has been able to add to the many admirable arrangements of the Board some additional methods, which have been tested by long experience elsewhere, and which he hopes may prove beneficial. Other suggested improvements are in course of consideration, and the subject of further discussion and trial.

With regard to the Board itself, that body has almost ceased to exist as a Board, the Lieutenant-Governor having, by way of experiment, taken advantage of an old law, enabling him to assign the full power of the Board to any member, in order to make the two members respectively the heads of two great departments—an arrangement which has been approved, experimentally, by the Government of India and the Secretary of State, and which has been, the Lieutenant-Governor ventures to hope, so far eminently successful.

The great department of Land Revenue has had the undivided attention of the senior member, Mr. Schalch, who has thus brought his great knowledge and experience to bear upon the many important matters connected with it, and who has also undertaken the charge of the road cess operations.

The junior member, Mr. Money, C.B., has had charge of all the other sources of revenue, salt, opium, customs, excise, income tax and stamps.

It is admitted freely by both these gentlemen that the efficiency of the executive administration has been much improved by the arrangement, and indeed the only argument advanced by one member against its continuance has been the suggestion that in its divided state the Board is less qualified to offer a "firm opposition" to the views of Government than in times past. The Lieutenant-Governor is not, however prepared to admit that it was ever intended that the Board should be charged with the duty of opposing the Government, and he agrees entirely with Mr. Schalch, who points out that it is quite possible under present arrangements for both members of the Board to advise the

Government or consult together, while the executive gains in promptness and efficiency by a division of duties.

In reporting on the arrangement after a year's trial, the Lieutenant-Governor said :—

“ For his own part the Lieutenant-Governor may say that, although it may be that if it had been necessary to consult both Members on every subject there might have been differences of opinion, yet it has so happened that he has been so fortunate as to have the concurrence of the particular Member in charge of the particular department in almost all the questions that have arisen. Any exceptions have been very rare indeed. The Lieutenant-Governor has not failed to avail himself of the opinion of the second Member in cases which presented features of peculiar doubt and difficulty ; but in ordinary cases His Honor has felt that when his own opinion concurred with that of the Member who had given his complete attention to the subject, he might proceed with confidence, and that under such circumstances the evils resulting from a multiplicity of councillors would have much overbalanced the gain.

“ His Honor has long felt the necessity for somewhat shortening the present excessive length of the official chain, and now that the Board has for most purposes ceased to be a Board, His Honor is very anxious to establish more close personal relations between each Member or head of a great department and the head of the Government. The Lieutenant-Governor is quite sure that there would be a very great gain if some plan could be devised by which the heads of the principal departments should be made more essentially part of the Government without involving the delays and loss of working power which have attended the old-fashioned institution of councils. The Lieutenant-Governor has already intimated to the Government of India that he is maturing for submission somewhat wide plans of official re-arrangement, and His Honor would ask to be allowed to retain the present arrangement in regard to the Board of Revenue till those plans are matured and considered.”

In reply to this communication the views of the Government of India were expressed as follows :—

“ The Governor-General in Council has read these papers with great interest and satisfaction. The wisdom of the change made last year has apparently been demonstrated by experience, and His Excellency in Council has no hesitation in sanctioning the continuance of the arrangement.

“ His Excellency in Council will await with interest the submission of His Honor’s matured views on the subject of official re-arrangements referred to in the last paragraph of your letter under reply.

“ These papers will be forwarded to Her Majesty’s Secretary of State.”

In the general supervision of other departments also the Lieutenant-Governor has made and is making considerable changes. Hitherto the departmental chiefs, Inspectors-General of several departments and the Director of Public Instruction, have in some respects exercised a large authority almost independent of Government control. In the exercise of this authority they have not, the Lieutenant-Governor has thought, been in sufficient accord with the superintending local authorities, the Commissioners of Divisions; while the local officers of districts have for some purposes had too many masters. For many purposes there has been a want of any means of sufficiently concentrating and comparing facts and results. In reviewing the departmental and local reports the Lieutenant-Governor has thought that there is not sufficient method to enable the Government really to keep together the strings regulating so many provinces and departments as they should be kept together. For instance, in the Department of Police, the Inspector-General, who had hitherto no authority in respect of dealing with crime, but who had almost the authority of a commanding officer over the whole police force, submits an annual report without the least correspondence or comparison with the local Commissioners. The Commissioner of Police for Calcutta and the Suburbs submits another report; the Commissioner of Assam is expected to submit another police report; and eleven separate Commissioners of Divisions submit eleven separate reports on crime and the working of the police without any comparison of facts or figures with the superior police authorities.

So again in the Department of Education the Director has annually submitted an exceedingly thick report, which has generally contained very little general information and analysis on his own part, but is full of reports and figures supplied by officers of his department, whose circles of superintendence, methods and modes correspond with no local civil divisions or known maps of any kind; while eleven Commissioners of Divisions submit to Government eleven separate education

reports, which have seemed to the Lieutenant-Governor to be generally more intelligent and interesting than most other reports, principally it may be presumed because the civil officers having no official facts and figures for a routine report, are obliged to enact the part of intelligent observers.

Various other departments, great and small, submit reports, almost countless in number, and the eleven Commissioners sum up the year by eleven administration reports, which used to set forth, in a stereotyped order, a sort of *omnium gatherum* of every subject not separately reported by them, in which such subjects as "The Weather," "Archæology," "Examination of Securities of Ministerial Officers," and so on, were oddly strung together. The result has been, that while many of the reports were for the most part written in a routine manner by a clerk, it was totally impossible that the Government could properly review them all. Resolutions upon them were sometimes necessarily concocted much in the same way in which the reports were written; and so it sometimes happened that solemn reports and solemn resolutions, in which they were reviewed by Government, were really manufactured by officers very inferior to those whose names they bore. The fact is the departments and the business have of late years quite outgrown the system which answered well enough when the business was vastly less.

As will shortly be explained, the Lieutenant-Governor has been anxious that district officers should not have too many masters, and that the head of the district should control the local departments. The tendency of the changes which he has introduced or is introducing is to make the heads of departments the agents and inspectors on the part of the Government, bound to aid, counsel, and guide local officers each in his own department, without exercising absolute authority over them, and to criticise, collate, and compare local facts for the information of the Government.

The annual local reports in each department are, it is intended, to be examined, analyzed, and digested by the Inspectors-General or other departmental heads, who will bring to notice their prominent features, extract the most salient and useful parts, and present the whole to the Government in a compact and well-digested form. The Government will then be enabled really to review great departments in a systematic manner, and to

The functions of the departmental heads.

make known its views on general and particular branches of each subject to all the local officers, so that each may benefit by the experience of the other, and by the comparison of results involved in a general review, instead of each local report being, as hitherto, disposed of piecemeal by remarks which cannot be always very fully weighed, and which are sent to the particular locality only.

As has been said above, it is the Lieutenant-Governor's wish to render the heads of districts, the Magistrate-Collectors, no longer the drudges of many departments and masters of none, but in fact the general controlling authority over all departments in each district. On no subject has he formed an opinion more deliberately. The Famine Commission took this view, and all that he has since thought and seen has confirmed Mr. Campbell in the opinion which he then shared. He might almost say that it is his belief that, all over India, the departments are ruining the empire. Everywhere the same complaint is heard—in the Punjab and the North-Western Provinces, as in Madras and Bombay—that the district officers are not what they were; that their power and their influence have gone from them. There is less of such complaint in Bengal, because there the days when such power and influence existed are so remote as to be almost lost to memory. But in a country where, as has been explained, we have in fact asserted our authority less completely than anywhere else in India, and where the people of the remote interior are in a more native (so to express it) condition, the concentration of authority and the personal rule so consonant to oriental habits and feelings are, in the Lieutenant-Governor's opinion, even more required than elsewhere. Departments are excellent servants, but, as he considers, very bad masters. He has therefore striven to make the Magistrate-Collector of a great Bengal district, generally comprising $1\frac{1}{2}$ to $2\frac{1}{2}$ millions of inhabitants, the real executive chief and administrator of the tract of country committed to him, and supreme over every one and everything, except the proceedings of the courts of justice. As district Magistrate he is also head of the department of criminal justice, which is charged with the summary trial of small cases and the inquiry into greater cases previous to trial at Sessions, although he generally rather distributes and superintends this work than does a large share of it himself.

Since the first flush of the newness and independence of the police, successive administrations have more and more inclined to restore the authority of the Magistrate of the district over it, and to a considerable extent this had been done. But still there was a good deal of the old feeling in the police, which gave rise to a longing for independence and to occasional antagonism; while many Magistrates insufficiently exercised the powers which they really possessed, not feeling very sure of their ground. The Lieutenant-Governor has, he hopes, now made very clear the entire subordination of the police to the Magistrate for all and every purpose; and by precise instructions and revision of rules in such a way as to leave no opening for doubt, he has, he trusts, both enabled all capable Magistrates to exercise to the full the powers entrusted to them, without hesitation or misgiving, and induced the police officers to feel that their position is in no degree equivocal, and that the situation must be accepted. He hopes good police officers themselves are rapidly becoming convinced that under these arrangements their position as an integral and trusted part of the local administration is really much better than when they held a position which involved jealousy and distrust of their actions.

The ordinary district jails, while placed in immediate charge of an officer selected for the duty, are also now under the general control of the Magistrate, instead of being as heretofore purely departmental establishments.

In a large number of districts a similar arrangement has also already been effected in regard to the Department of Public Works. Hitherto in every district there have been two establishments charged with works—one to carry out the works paid for from imperial or provincial funds, the other to do the works of local funds. The civil officers have constantly asserted that the work of the officers of the Department of Public Works is unreasonably costly and extravagant, while their buildings not unfrequently tumble down, and the Public Works officers aver that if the Magistrates' work is cheap, their bridges, &c., *always* tumble down. Where the work is done by one department and used by another, there have been frequent, it may almost be said constant complaints, and sometimes some antagonism. Jail officers say that their jails are built

in ways for which they are not responsible; that bad materials are used to repair roofs by Public Works contractors who pilfer shamefully before their eyes, and so on in many cases. It is hoped to remedy all this by uniting all local works under one district engineer, subject to the control of the Magistrate. In the direction of the work that he is to do, the order of doing it and the cost, he will be entirely subject to the Magistrates' orders, while the quality and professional skill and excellence of the works will be subject to the professional inspection of the Superintending Engineer. In future a Magistrate cannot complain that a work is undertaken or carried on in a manner unsuitable to the purpose for which it was intended, or that the rates paid for labour and materials far exceed the market rate, since he has the remedy for all this in his own hands; while the engineers cannot decry the local bridges, since they will be themselves responsible for them.

As this report is written a similar arrangement long in contemplation is being carried into effect in the department of education under resolutions lately published, but that subject will not be here entered upon.

The medical duties and also the collection and observation of vital statistics, and the local meteorological observations, are carried on by the Civil Surgeon under the control and supervision of the Magistrate.

It is sometimes said that this unification of all local control must give to the Magistrate-Collectors an excess of work, and a quantity of detail which is too much for them and must break them down. The Lieutenant-Governor cannot see that this should be so, if the work is arranged with reasonable method, so as to place detail where detail should be and control where control should be. The Magistrate-Collector has not only the more distant parts of his district parcelled out into sub-divisions under officers with large powers who will relieve him of detail, but he has also at his headquarters an ample staff in every department. Each of the departments abovenamed is immediately under an officer, who is subject only to the Magistrate's general supervision. He has under him at least one Magistrate of some experience and standing to whom he can entrust the bulk of the more important criminal work, and he has junior

Magistrates to try petty cases ; so that beyond such inquiries as from their special character or unusual importance demand the attention of the head of the district, he has really little judicial work and no judicial drudgery. One or other of several European and native assistants is generally in charge of the treasury, of the excise, income-tax, and other revenue departments, and of various subjects connected with the land revenue. A man of sufficient intelligence and energy and of sufficient method (this last is indispensable) may, the Lieutenant-Governor considers, very well do the work of superintendence over all without undue strain.

With reference to what has just been said of method in these things, it may be observed however that the Lieutenant-Governor has sometimes feared that some of the heads of districts do not seem to have the method of distributing work properly ; so that while they cry out that they are overburdened, they do not employ their assistants as they might. The habit of very late hours of opening office which has grown up, at the same time that early rising is universal, leaves very long mornings in which much executive work might be done ; yet the Lieutenant-Governor has met of a morning capable and experienced assistants engaged in no better occupation than exercising puppy dogs and similar unintellectual pursuits, who say that they do nothing more because nothing more is given to them to do. And he believes that many native officers during the long morning hours do not even cultivate such active and health-giving, if unintellectual, habits as the above. He trusts that district officers will adequately employ their assistants, deputies, and superior police officers.

It is a necessary part of the system above described that the districts must be well arranged, and the various jurisdictions and departmental divisions conterminous. There

had been many changes since
 • Adjustment of jurisdictions and boundaries. any general review of district and other boundaries had taken

place in Bengal, and many of these were found to have fallen into a very confused state, from districts and jurisdictions overlapping one another in a complicated way. In many places tracts of country were found to belong to one district for revenue and to another for magisterial purposes, sometimes to a third for purposes of civil jurisdiction. Some sub-divisional officers served two masters, their charges being partly in one and partly in another district ; and every special department

had its own circles and divisions in entire disregard of the recognized civil divisions and of the arrangements of every other department. The educational department in particular had, as has been said, a geography of its own, which set maps at defiance.

It has been a work of great labour and care to reduce all these varying boundaries to a methodical system, but it is hoped that this has now been to a great extent effected, and that the rest will be completed before long. Every sub-division is now in one district only, and sub-divisions are taken as the units of which districts are composed. All the major differences of magisterial and revenue jurisdictions have been remedied by putting the whole under one district or the other; and it only remains to discover and put an end to minor differences not to be traced in maps, and requiring local inquiry to bring them to light. In a country where we have so little detailed information, the census operations have not unfrequently brought to light villages which had previously escaped notice in one department or another, and neighbouring Magistrates have adjusted boundaries as if they were in a newly discovered country. Several adjustments by transfer of inconveniently situated portions of districts have been effected. In correspondence with the High Court measures are in progress to make the civil jurisdictions also as much as possible conterminous with other departments, the jurisdiction of a Moonsiff being made to correspond as far as may be with that of a sub-division, and the Judge's boundaries to correspond with district boundaries. The departmental boundaries have been or are being made to correspond with the boundaries of civil districts and sub-divisions; and something has been done to bring about a correspondence between the circles of the various controlling and inspecting officers, though this last is still not fully arranged. In truth the whole question of the circles of civil superintendence has still to be considered, and will be much affected by the census results now coming in.

A most necessary and essential part of the system above described is, that the Magistrate-Collectors of districts should be sufficiently paid. This is an absolute necessity, both in order to secure fit men for so important duties, and to obviate the necessity of constant change through the promotion to judicial appointments, which is inevitable when the salary of a Magistrate-Collector is so far below that of a Judge as is now the case in

Salaries of Magistrate-Collectors.

Bengal. The present rate of salaries of Bengal Magistrate-Collectors is a mere accidental anachronism, having been fixed for Collectors at a time when these officers were not Magistrates and had very light duties, and having since descended upon a class of officers totally different from those for whom the pay was fitted.

The following extracts from a letter addressed to the Government of India will show the Lieutenant-Governor's views on this subject:—

“The Lieutenant-Governor has several times alluded to a scheme of redistribution by which the length of the official chain may be reduced by the elimination of one or two of the links, the executive machinery may be strengthened, the judiciary may be improved, and some check may be put on the continual transfer of officers by which an efficient knowledge of their charges has been rendered almost impossible.

“Of all the changes which have been suggested and considered, the most pressing and necessary is, in the Lieutenant-Governor's opinion, some arrangement by which the position and emoluments of the Magistrate-Collectors of great districts may be improved. It has been most prominently stated by the greatest authorities, and is on all hands admitted, that on the officers in charge of districts the efficiency and popularity of our administration mainly rest. It has been the Lieutenant-Governor's constant object to render them more permanent in their charges than hitherto, to place the best men in charge of the most important districts, and to concentrate administrative authority in their hands rather than allow power and efficiency to be frittered away between different departments.

“It may safely be said that the powers, the responsibilities, and the labours of our district officers, have been of late very greatly increased, while the Lieutenant-Governor has not yet been in a position to increase their emoluments.

“Under the operations of several causes, most of which it seems impossible to remedy, anything like permanence in our district charges had become almost unknown. Officers who had been two years in charge of a district formed the rarest exceptions; and instances were frequent, or indeed usual, in which, in the course of two or three years, there had been several changes. It has only been possible, by the means at the Lieutenant-Governor's disposal, in a small degree to mitigate this evil. From the effects of the new leave rules and other causes the Lieutenant-Governor has no

hope of a remedy of any efficacy without the adoption of an arrangement by which the Magistrate-Collectors shall no longer be necessarily promoted to the office of District Judge as soon as their services and seniority entitle them to such promotion.

“There are not above half a dozen Magistrate-Collectors in these provinces who are permanent incumbents drawing the full pay of the appointments which they hold, and most of these are either holding on in expectation of judgeships, to which their standing gives them claim, or have been promoted out of their turn by the present Lieutenant-Governor on account of the importance of their charges. All the other officers holding the post of Magistrate and Collector are acting men drawing less than the full pay.

“It frequently happens that some of them, though of considerable standing in the service, are, as respects permanent appointments, only assistants, and their whole allowance as Officiating Magistrate-Collector is Rs. 1,166 per mensem, or Rs. 14,000 per annum.

“The Lieutenant-Governor was much struck last autumn to find that the Officiating Magistrate-Collector of a very large district of the first importance and great difficulty, besides being very unhealthy, even though this officer had been longer in charge than almost any other district officer in these provinces, was not receiving more than the paid manager of a tea estate in a healthy and pleasant climate in the Darjeeling hills.

“The Lieutenant-Governor feels certain that the Government of India will admit that if we are to expect the Bengal district officers to occupy a position at all corresponding to that of district officers in other parts of India, it is a most crying and pressing necessity that their allowances should be raised. Their charges are certainly in no degree inferior to those of district officers in any other province: on the contrary, most of the districts are superior and more important in every way. The Lieutenant-Governor understands that the new census will show that the district of Tirhoot contains four millions of inhabitants. Mile for mile and man for man, the district and its inhabitants are probably not inferior in productiveness and importance to any district in India. It certainly contains a larger and more important body of European settlers than any other district, with greater investments and more complicated interests. It is, the Lieutenant-Governor ventures to say, preposterous that

it should not be in his power to put in charge of such a district an officer paid anything like so high as the officers in charge of the most ordinary district in Madras or Bombay or the North-Western Provinces, and that it should not be possible to prevent the promotion of the Magistrate and Collector of such a district to the most ordinary judgeship.

“General re-arrangements required much consideration, and it has been found necessary further to delay any matured scheme of reconstruction till we have the results of the census, the compilation of which cannot be completed for several months.

“In regard to that particular part of his plan which contemplates the improvement of the position of the best Magistrate-Collectors, the Lieutenant-Governor is extremely unwilling to incur such great delay. He feels that any little good which he may be able to effect in the high position in which he has been placed entirely depends on the efficient aid of the district officers: he feels that he is placing great burdens upon them, and exacting great efforts, which they are making with exemplary zeal and patience: he thinks that they deserve and should have salaries in some degree commensurate to their duties. He cannot keep them to do very hard and very responsible work on very inferior pay when they are entitled to promotion to judgeships; and he is quite sure that he cannot effect much if his good and experienced district officers must be promoted to judgeships as soon as their standing gives them a claim to that grade.

“The Lieutenant-Governor is therefore very anxious that if the Government of India approve generally of his design to raise the position of some at least of the Magistrate-Collectors, he may be permitted to make at once a small beginning by taking advantage of a convenient opportunity which has now occurred; and he submits the following proposition in the belief that if it is sanctioned, an instalment of justice to one or two officers will give hope and encouragement to the others, and induce them to hold on cheerfully in their labour till a more general scheme is considered and sanctioned.

“It so happens that a vacancy has occurred in the smallest and lightest judgeship in the smallest district of Bengal, that of Beerbhoom.

“The Lieutenant-Governor would now wish to appoint an Additional Judge for Beerbhoom on the pay of a 1st class

Magistrate and Collector, or Rs. 23,000 per annum, and to use the saving, or Rs. 7,000 per annum, to raise the pay of two 1st class Magistrate-Collectors to Rs. 26,500, or something less than that of a Magistrate-Collector in the North-Western Provinces. He earnestly trusts that the Governor-General in Council will permit him to carry out this arrangement at once in anticipation of the approval of the Secretary of State, the increase of pay being given conditionally on that approval."

The Government of India has been pleased to give a provisional assent to the arrangement proposed in the last paragraph of these extracts, and it has been carried into effect.

In submitting the above proposals, allusion was made to the possible absorption of some of the smaller districts, and this will explain what may seem an apparent anomaly, viz. that in the changes resulting from the assimilation and adjustment of boundaries large districts have been in some cases made larger, and small districts smaller still, so as, as it were, to exaggerate to some degree existing inequalities. In truth the Lieutenant-Governor did and, if needs must be in order to find the necessary funds, does contemplate the reduction, either to sub-divisions of a superior class, or to an inferior grade of districts, of some of those smaller districts which were in fact carved out of the older districts, first as a kind of rudimentary sub-divisions under Joint-Magistrates, and eventually were turned into districts, though smaller than full districts and in some cases confined to criminal work only in the whole or part of the assigned tracts. Such districts have generally been now so arranged that they contain no sub-divisions but one jurisdiction only, and may thus be conveniently dealt with one way or other. It is understood that Her Majesty's Government has approved of the arrangements experimentally made in regard to Beerbhoom, and the Lieutenant-Governor hopes soon to submit a revised scheme of civil administration, which shall include the due payment of Magistrate-Collectors and will put those officers in a position parallel to that of District Judges, instead of being greatly inferior in pay as at present. Looking, however, to the vastness of the populations shown by the census, the Lieutenant-Governor hopes that the means of paying the Magistrate-Collectors may be conceded without so much reduction in the numbers of those officers as he might

have been prepared to propose before the greatness of their charges was known.

After all, however, no distribution of the superior machinery of Government will be effectual unless we have sufficient inferior instruments. It has been before noticed how entirely destitute are the Bengal sub-divisional officers of the subordinate establishments which exist all over India; and seeing how large are their charges, containing 3, 4 or 500,000 people, and sometimes nearer a million, it is quite impossible that they can be useful executive assistants to the Magistrate of the district or effective local officers without some aid. In order to supply this want the Lieutenant-Governor, finding that the local finances were so prosperous that, after fully providing for the wants of the financial year 1872-73 on the previous subsisting scale, he was able to apply considerable sums to further improvements, set aside a sum for the purpose of providing local executive establishments in subordination to the sub-divisional officers. It was hoped that by giving to the sub-divisional officer an assistant and other subordinates, he might become with their aid a real representative of the Magistrate-Collector in most departments, and do many things hitherto done by occasional establishments or not done at all. It was at the same time proposed to make use of the new places so created for the employment of the young men who pass for the native civil service under recent arrangements, the appointments being so graded that a well educated young man commencing in a position suitable to his years, might have the opportunity of rising to the higher grades by efficient service. As these arrangements involved the creation of what might be considered a new class of appointments, and there was doubt whether under the new financial rules they did not require the sanction of the Government of India, and perhaps of the Secretary of State, the project was reported for approval in March last. It appears that there was an unexpected delay of some months in the offices of the Government of India, and the proposal did not reach the present head of the Government till very recently. The Government of India then gave a provisional sanction to a part of the scheme, but required some additional information before sending it to England. It is hoped that the delay will be the less inconvenient, because the last examinees having been exhausted, it may be well to keep many of the places for the examinees

of February next, when the next examination for the native civil service will take place.

The following extracts from a resolution on the subject, dated 20th March 1872, will explain the Lieutenant-Governor's views and intentions in this matter:—

“The Lieutenant-Governor has himself observed, and he has learned from experienced Commissioners and others, that Bengal district officers are at a very great disadvantage, compared with similar officers elsewhere, from the absence of any local executive establishments corresponding to the talookdaree, tehsildaree, or mamlutdaree officials of other parts of India. Improvements in law and system have made it less possible, and perhaps less desirable, to employ the police in ordinary matters of district administration, and the Bengal Magistrate deprived of an executive police has no executive instruments at all.

“The establishment of sub-divisional officers, and their multiplication during the last fifteen years, has done a good deal towards effective control; but the great addition has been to judicial rather than to administrative strength, the sub-divisional officers having no executive establishments. The transfer of rent-suits to the civil courts, though it has given sub-divisional officers more time for administrative work, has at the same time deprived them of an important source of information regarding rural affairs, and has involved a decrease in the number of the Subordinate Executive Service. The sub-divisional officers of the more populous districts are still burdened with much judicial work, to which have been added treasury work and much office detail, so that they are not free to move about their sub-divisions; to acquaint themselves with the country and the people; to superintend the details of settlements and Government estates; to watch the working of municipalities; to investigate cases on the spot; to direct the road cess assessment; to attend to local works; and generally to carry on that active supervision and administration which the Lieutenant-Governor desires to see carried out. A tehsildar, who is in fact the sub-divisional officer of other parts of India on a smaller scale than in Bengal sub-divisions, has under his orders a naib, who is well paid and is available for all executive duties, and in some parts of India for petty judicial duties also. He has a canoongo, who is the link between the Government collectorate agency and the village proprietors and accountants; he has a departmental clerk (mohurir) for excise work, for local fund work, for

educational and other business; and lastly, he has several inferior officers (chuprasees), whose business it is to carry out orders in the various departments. Aided by this staff, the tehsildar can do whatever the Government requires of him. He is not a mere collector of revenue; he is the agent of the executive Government in all departments. He sees to the assessment, collection, and proper expenditure of local rates; he looks after the excise; he effects petty settlements; he manages small sequestered or wards' estates; he takes up land for public purposes, and arranges under the law for compensation; and he carries out all local works and repairs which do not require special engineering skill; he arranges supplies and carriage for the passage of troops; he obtains and furnishes the statistics which it is very important to procure as a help to guide our administration as well as being interesting in themselves. For much of all this business, a special agency has to be entertained and paid in Bengal as occasion may require; often it must be created in each particular case,—a system attended with much loss in point of economy and efficiency. The work could probably be much better done by sub-divisional officers if only they had an executive establishment.

“The Lieutenant-Governor earnestly desires, then, to give district officers in Bengal some executive establishment of the kind described above. He also feels that the first assessment of the road cess, and the ascertainment of landed tenures which it involves, will for some time to come necessitate much labour, and that the result will not only be useful for the immediate purpose, but beneficial to the country in many ways. He is unwilling to burden the cess too heavily on account of the expenses involved in the first years, and will be glad if he can supply a Government establishment capable of doing the work with moderate assistance.

“Another very important object which the Lieutenant-Governor hopes to attain by the arrangements about to be detailed is as follows. He has found the greatest difficulty in efficiently filling the present Subordinate Executive Service, because there is no school in which young men may be trained by experience, and in which their abilities may be tested before they are promoted to high office. Fitness for high administrative appointments is not so easily tested by examinations alone as legal capacity; and there is no such school for these appointments as the Bar affords for judicial appointments. Consequently it has been necessary to nomi-

nate to Deputy Magistracies and such like posts young men who have neither been trained to the work nor sufficiently tested. It seems to the Lieutenant-Governor that a Deputy Magistracy is a very high and highly paid appointment. Looking to the power exercised, and the position and influence of the appointment, and taking the comparative value of money, he thinks that it is an appointment at least corresponding to, and in fact in most cases considerably exceeding, the best County Court Judgeship and stipendiary Magistracies in England. Men of ripe experience and tried character are glad to accept these latter appointments; and it does not appear to the Lieutenant-Governor to be desirable that the corresponding appointments in India should be filled by youths fresh from college. In fact, he does not think that efficient officers can be thus secured. Some may turn out well after being trained at the public expense; others are not successful. As a Judge of the High Court, Mr. Campbell formed by no means a high opinion of the judicial qualification of the some of the Deputy Magistrates and Deputy Collectors, and he is not sure that judicial deficiencies were always compensated by administrative activity and energy. The Lieutenant-Governor has now tried a system of examination, which shall test to some degree both mental and physical fitness, and he has just appointed ten new officers to the Subordinate Executive Service under this system. Still he cannot have, and has not, any complete assurance that they are already well-fitted for the post of Deputy Magistrate and Deputy Collector, or that they will eventually turn out to be so. The spread of education in Bengal has now resulted in a great supply of educated young men; the supply is in fact such that the market value of the best young men fresh from college is very far below that of a Deputy Magistracy. It seems to the Lieutenant-Governor not at all desirable that a few of many candidates should be selected to fill places beyond their experience and their years, while the others are stranded without employment. He thinks it would be far better that a larger number should have the opportunity of entering the public service in a lower capacity, more nearly corresponding to that which the most educated youths of England and other countries are glad to fill, and that they should thence be promoted according to the practical capacity which they may show. It is therefore his wish to take advantage of the creation of appointments inferior to those held by the present gazetted members of the

Subordinate Executive Service, in order to open such appointments to the best young men available; and he would make it the ordinary practice in future to promote to higher appointments from among those who have served efficiently in the lower grades. He would, in fact, institute a Native Civil Service on a wider basis than the present Subordinate Executive Service, and would encourage capable native youths to enter it at the beginning. In England a salary of £100 or £120 commands any number of young men of the best education but without previous experience, and the Lieutenant-Governor thinks that in this country such young men might enter on Rs. 25 or 30 per mensem, with the prospect of promotion if they earn it.

“The Subordinate Executive Service and inferior establishments have not been included in the scheme of the resolution of the Government of India, dated 14th December 1870, by which certain departments, with a proportionate assignment of funds, were made over to the local Governments, and there may be difficulty in so arranging the services that part shall be paid from imperial and part from provincial funds. The Lieutenant-Governor hopes that the Government of India may perhaps consent to make over to this Government the funds assigned for the uncovenanted services, together with the estimated cost of the various special and occasional duties, for which temporary establishments are so often entertained in Bengal; and then he may be able to weld the whole into one Uncovenanted Civil Service. With this view the whole scheme will be submitted to the Government of India. Meantime the Lieutenant-Governor would try to establish an organized service, supplementary to the present Subordinate Executive Service, on the understanding that it will be the feeder of the higher grades of the service. To this end he has, by an economical distribution of the funds at his disposal, succeeded in making available a sum of two lakhs of rupees, which will be set aside in the ensuing budget arrangements for 1872-73 for local establishments, and with this sum he hopes to obtain a large instalment of the objects which he has in view.”

The Lieutenant-Governor would hope then that in course of time these local establishments may develope into a regular executive service filling very many high offices, that educated young men of good character may enter in the lower grades and work up to Deputy Collectorships and superior appointments, and that there may thus always be a supply

of qualified and trained candidates for the various posts of the Native Executive Service. If the plan succeeds, it will not hereafter be necessary to nominate to Deputy Collectorships untried men who have had no experience in executive work, and regarding whose fitness little or nothing is known.

Nothing has more occupied the Lieutenant-Governor's attention than the regulation of the system by which the ranks of the public service are supplied. He always has been, and is, most anxious to employ the natives to the greatest possible extent in the administration of their own country. But so far as European officers must be employed, he has represented that the civil service in these provinces has not of late been sufficiently supplied to enable him to employ the men tested by competition standards to so great an extent as he would wish, and as would seem to be required by the Secretary of State.

His Grace's instructions appear to amount to this, that for all superior appointments in which it is desirable to employ European officers, members of the Civil Service should be employed in preference to gentlemen selected in this country at the discretion of the local Governments. So far as the Civil Service is concerned, it has ceased to be a question of European or Native. Of no more than eight young men passed for the Civil Service in Bengal last year, as many as four were natives of this country, and though one of these (an Armenian gentleman, it is believed,) was afterwards rejected on physical grounds, out of seven who came out three were Bengalee Hindoos. The general principle, however, laid down by the Secretary of State the Lieutenant-Governor is most ready to carry out; and he has pointed out that there are in fact many well paid appointments filled by European gentlemen to which civil servants might very well on opportunity be nominated, if a sufficient number of men were available. In calculating the number of civil servants required for Bengal, sufficient regard seems hardly to have been had to the system commenced and pursued by several Lieutenant-Governors, with the full knowledge and, it is believed, approval of the Government of India, of employing some civil servants in charge of

Importance of sub-divisional training. sub-divisions. Mr. Campbell entirely approves of this system, and desires to continue it. Many of the Bengal districts are so enormous, both in size, population, and the variety of interests and industries, that a district can hardly be compared with a district in many other parts of Northern India; and it

is not an extravagant demand that the Government should be allowed to post a few civil servants at out-stations in some of the most important districts. The existence of great European industries, involving the residence of many European planters and others, in the interior of these provinces, renders the presence of a European officer desirable in some places and necessary in some. And of this the Lieutenant-Governor is quite sure, that employment in sub-divisions is of the greatest possible benefit to the junior civil servants in point of knowledge of the country and people and general administrative aptitude. Many things have of late years tended to diminish in our officers the experience and qualifications of this kind for which they were once remarkable, and nothing is so effectual to restore what is wanting as the intimate contact with the people and with the details of administration involved in the charge of a sub-division, when the sub-divisional officer does his duty as it should be done. As has been said, these officers have hitherto been a good deal hampered, but it is hoped that they will soon have the means of greatly extending their executive usefulness. About 22 Civil Servants are now employed in the charge of sub-divisions (the present Lieutenant-Governor has not materially increased or diminished the number), and the Lieutenant-Governor considers that provision should be made for maintaining at least this number.

Again, an important feature in the zemindaree system is the power which was from the first retained, and is now very freely exercised, of taking charge on the part of Government of the estates of proprietors who are disqualified by age, sex, or mental weakness. The management of such estates gives a very great deal of work to our officers, and the Lieutenant-Governor has thought it most desirable to introduce some system in this management, as has been, he believes, lately done in Oude. If great estates are not entrusted to relatives or servants of the disqualified proprietors, and it is found desirable to introduce European management, the Lieutenant-Governor thinks that it would be better in several ways to group them under the charge of Civil Servants both for the sake of the people on the estates, for economy of labour, and for the peculiarly valuable experience given to those officers, rather than to entrust them, at the discretion of the local or superintending authorities, without much rule or system, to European gentlemen of merit and

other qualifications who have not been very successful in their own walks of life, according to the practice which now generally prevails. Government estates, too, have been on similar principles leased out to European gentlemen, whereas the present Lieutenant-Governor thinks it might be in some cases for some reasons better to entrust them to public officers for direct management.

It has been the Lieutenant-Governor's object, in pursuance of principles already explained, to make the police a part of the general administration of the country, and to render the officers no longer an entirely separate caste and service, but officers of the general administration selected for aptitude for police duties; and he has declared Civil Servants to be eligible for police posts as well as other servants of the Government.

In the Education Department an effort has recently been made, in accordance with the long expressed wishes of the Supreme and Home Governments, to extend instruction to the masses of the people, and to recognize and improve the indigenous schools too much neglected by an Educational Department recruited from European scholars only. It has seemed to the Lieutenant-Governor that men remarkably fitted for such duties as are now required are to be found in the ranks of the Civil Service.

By way of a commencement and experiment, the Lieutenant-Governor has employed one or two Civil Servants to take charge of wards' estates, one as a District Superintendent of Police, and one as an Inspector of Education, but it is impossible to extend the practice unless the necessary men are supplied.

Whether the system of supplying civil officers to certain provinces and districts, called Appointments in non-regulation provinces. non-regulation, from the officers of the army is to be maintained or not, is a question on which it is unnecessary to enter here, but it must be stated that the number of Civil Servants employed in those districts cannot be materially increased while the number of the service remains as at present.

The Civil Service apart, there is farther much question Europeans in the Uncovenanted Service. in Bengal as to the employment of European officers in various grades of what is called the Uncovenanted Service. The

European element in the interior, and other circumstances, lead to a constant demand on the part of the Commissioners of several divisions for European officers to an extent considerably in excess of the limited number of Civil Servants employed in sub-divisions; and there are a good many uncovenanted European officers in sub-divisions and other charges. It is generally believed that the superior grades of the police require a large proportion of European energy and vigor. The superintending officers maintain that the opium cultivators have a strong belief in a white face, and the Government of India has thought it undesirable to act in contradiction to that view; at any rate much European agency will always be required in the opium and some other departments. The aboriginal tribes are also said much more readily to accept the sway of a European than that of a Bengalee or other native officer. And the native officers of the Uncovenanted Service are averse to going beyond the more settled provinces. Indeed it may be broadly stated that as regards drawbacks of place and climate, the present native officers are much more difficult of distribution than the European officers; they object more to being kept long in disagreeable places, send in medical certificates, and altogether are by no means readily available for remote and unhealthy posts. Thus then it has happened that in spite of the spread of education in Bengal, European officers are still largely employed, and the arrangements to be adopted for the future involve a very difficult question. It is the Lieutenant-Governor's belief that by opening our ranks to a wider circle of educated and qualified natives, and paying more regard to physical qualities, these difficulties may eventually be to some degree overcome. And he believes that young men of European and East Indian extraction, who have made India their home, may very usefully serve in the Police and Opium Departments and in non-regulation districts. But still he thinks that for a long time to come, if the Civil Service is not largely increased, it will be necessary for some purposes to entertain a good many Europeans in some departments.

The Lieutenant-Governor has himself been perfectly ready to sacrifice all the patronage which these appointments gave. He has felt himself in a difficult, and he may say painful, position in refusing to avail himself of the opportunity which they would have afforded him of providing

Patronage or examination.

for the relations and connections of old and meritorious servants of the Government,—young gentlemen who had come out in the expectation of such things, and who all had testimony to their many admirable qualities, their energy, and their virtues as thorough gentlemen. He has felt it is his duty to postpone the claims of these gentlemen to those of candidates who have proved their fitness in an examination open to all of all classes and races, and has required them to qualify by similar tests. He confesses, however, that after some experience he is not sanguine of the result so far as Europeans are concerned. It turns out that most of the young gentlemen with so many good qualities who come to seek appointments in India lack one thing, viz. the talent for competitive examinations. In fact they never would have come out on the chance of an uncovenanted appointment if they had not this single deficiency. Free competition in India will in the end practically exclude Europeans from such posts, and the Lieutenant-Governor is now inclined to think that in so far as we must entertain Europeans for the qualities they possess *as Europeans*, there is nothing for it but to avow that they must be selected by an exercise of what may be called patronage, care being only taken by a well-regulated preliminary examination of a simple character, that well recommended young gentlemen have not, as has been sometime the case, carried their preference for practical energy to book learning to the point of ignorance of the three R's. The Lieutenant-Governor would, however, himself prefer such an extension of the Civil Service as would provide for the appointments which must be filled by Europeans.

Still more important is the question of the selection of candidates for the many appointments in many departments which are occupied by natives; the number of which will be, the Lieutenant-Governor hopes, soon much increased, and of many of which the rank and position will be, he trusts, gradually more and more raised. In respect of most of these appointments, the Lieutenant-Governor thinks patronage decidedly injurious. Greatly as our native officers are improved in many ways by a western education, they have hardly yet advanced so far in ability and efficiency beyond the old-fashioned men of indigenous education as might have been expected. They have hardly as a body the intimate knowledge of the country, unflinching

Employment of natives.

A patronage system injurious.

laboriousness, energy, and extreme quickness and aptitude for details for which the old men were remarkable. In some respects the difference may be accounted for, but in the main the Lieutenant-Governor is inclined to attribute the difference partly to want of sufficient experience in the lower grades, and partly to a greater narrowness in the field of selection. The old men who rose to the top in former days, in the provinces in which Mr. Campbell's early experiences chiefly lay, were generally men who had risen by a sort of process of natural selection in virtue of their official acuteness and ability. Under the arrangements heretofore subsisting in Bengal, the appointments to the Subordinate Executive Service are generally or very frequently made by patronage from among educated young men of no official experience, or men are promoted whose experience has been rather that of clerks than of executive and ministerial officers.

Sir W. Grey at one time tried a system of limited competitive examination, but there has been no general and sustained system of tests by examination or competition. Hence it has happened that men recommended by their friends and relations or others, and perhaps possessed of university degrees, turn out variously;—some well, some indifferently, some badly. That must be the result of every system of selection by patronage when the favoured individuals are put into the higher appointments at once without being previously sifted by service in the lower grade.

The extracts from the Lieutenant-Governor's resolution on local establishments already given have for the most part explained his scheme for a Native Civil Service, into which competent young men may enter after submitting to sufficient tests. The Lieutenant-Governor has in these arrangements specially kept in view the development of those qualities in which the natives of Bengal have been deficient. He has himself much belief in the qualities of the race which produces the educated Bengalees; but they must not be carried away by the belief that a certain amount of Western literary and metaphysical book-learning gives them at once all the qualifications of educated Europeans. There are few departments, public or private, in which Bengalees are not here and there found who have added very great energy and activity to their natural acuteness, and who are as efficient as any Europeans. Such instances are at present rare, but they probably may be multiplied, if only young men are encouraged to point their

The Native Civil Service.

efforts in that direction, instead of settling into the comfortable belief that they already have all that can be wanted. It is therefore in no spirit of unfriendliness to, or disbelief in, the present educated natives, but on the contrary in the hope of leading them to the development of which he believes them capable, that the Lieutenant-Governor has required candidates for the public service to pass certain tests in addition to the literary tests supplied by the University examination; and by opening the door very wide to many competitors, he hopes to obtain a selection of very capable men for high office which will elevate the position of their countrymen.

The scheme of the examinations may be briefly stated as follows:—Candidates receive permission to present themselves for examination in accordance with certain rules as to previous education, service under Government in other capacities, and so on. By every candidate a certificate of character must be produced, as also a medical certificate of fitness for employ in any portion of Bengal. Candidates for appointments of over Rs. 100 a month must show that they can ride at least 12 miles at a rapid pace; candidates for inferior posts must have similar qualification or be able to walk 12 miles within $3\frac{1}{2}$ hours without difficulty or prostration. Good character, health, and physical energy being thus secured, the first test applied is to ascertain whether candidates educated in the modern fashion possess an adequate knowledge of English, or in the case of other candidates, whether their vernacular education is thorough and good. From the English examination all who have passed a University examination are exempt. Then comes examination in those subjects which are compulsory upon all—(1) vernacular, and (2) the elements of drawing, surveying and engineering. Law; elementary botany and chemistry and gymnastics are optional subjects; but no one failing to pass in law can get an appointment over Rs. 100 a month, and no one failing to pass in botany and chemistry can be appointed to the opium department. The law examination is in all cases of a practical character, relating to those branches of the law which are necessary to executive officers, and in the case of candidates for opium appointments, is confined to the Acts and Rules bearing on that department.

It is announced that candidates who pass these examinations will have a preference for appointments, but they are not promised appointments,—a power of selection from among

the passed candidates is reserved to the Government and the superior local officers.

Classes for teaching the prescribed subjects have been opened in the principal schools and colleges, and a Civil Service College has been established at Hooghly. The Lieutenant-Governor, on recently visiting that institution, was much pleased with its progress, and was especially struck by the hearty and successful way in which the native students seem to have taken to gymnastics. He believes that at no school in England could more have been done in that way in so short a time. The Lieutenant-Governor more and more believes that if the educated Bengalees, instead of giving way to intellectual vanity, set themselves to rival Europeans in qualities depending on physical and moral tone, they are really capable of very great things.

It was certainly a matter of surprise to the Lieutenant-Governor to find that a measure which both extended the field of native employment and opened more widely the door to native merit by an entire sacrifice of patronage on his own part, has seemed to be in some sense the most unpopular of all his measures with some of those who profess to represent native public opinion. The reason, however, is he believes not far to seek. An opening wide of the door of employment must be unpopular with the classes who have hitherto had a sort of monopoly of high office; and just as in England competition and selection by merit were very unpopular with the classes who had previously provided for their sons through patronage, the present measure is unpopular with the upper ten thousand of Bengal, whom the organs alluded to chiefly represent.

The Bengal Legislative Council was more than usually occupied during sessions more than usually protracted in both the years 1871 and 1872. Except, however, the Census Act already alluded to, an Act for the sanitary protection of the crowds of pilgrims resorting to the great shrine of Juggernath, and a number of local Acts for the regulation of the various matters in the Town and Port of Calcutta, it may be said that the labours of the Council were entirely devoted to elaborating great measures of self-government and self-taxation, in pursuance of the policy which has been mentioned as the most important part of the Lieutenant-Governor's task. The details of the Acts by which it is proposed to

carry out those measures may be reserved till the whole subject is discussed in a later part of this report. It may be said that the Calcutta Acts also are connected with the system of municipalities and self-government. It will be enough to remark here that in the sessions of 1871, the Bengal Council passed a very elaborate Act for the valuation and rating of all immovable property, for the construction of roads, canals, &c., which received the assent of the Viceroy.

In the same session was passed another Act to facilitate drainage in certain districts in Bengal, which is also to be effected by local rating, with the consent of the parties interested, or the majority of them, and which is intended as an experiment leading possibly to a wider trial of the same principle if the experiment succeeds.

Early in 1872 was introduced a Bill for consolidating, amending, and reducing to shape the whole law in regard to municipalities, municipal Government, and municipal taxation. That Act passed the Council in the course of the sessions, and now awaits the consideration of the Viceroy.

Another general Act for the construction of embankments and protection of localities exposed to floods, also under a system of local rating, has been long under the consideration of, and much manipulated by the Council, but involving as it does very difficult consideration, and very complicated interests, it has not yet reached the final stage.

The Lieutenant-Governor would only here further submit his testimony to the success and usefulness of the local Legislative Council of Bengal. No one who has had experience of the working of that institution can, he thinks, doubt that it fulfils a most important function, and that the administration would be very much impaired without it; in fact it may be said that, under the present circumstances of Bengal, it would be impossible to do without it. For many purposes it supplies to this Government a great part of the aid and support derived from an Executive Council in other provinces, at the same time that it does much local legislative work to which it would be impossible that the Legislative Council of the Viceroy could profitably and effectively give its time or attention, and in respect of which local knowledge would be wanting to the members of the latter body. Composed as the Bengal Council is, partly of official and partly of non-official members, European and Native, it is essentially a working body. The

members, both official and non-official, have devoted themselves to measures of practical importance with rare assiduity; and it may be safely said that twelve more capable and more independent men could nowhere be brought together. The only want is that, whereas the upper classes of the natives are very adequately represented by reasonable and moderate men, it has not yet been possible to bring into the Council any member who may be considered directly to represent the feelings and interests of the lower classes. For them no doubt the officers of Government must especially care. While the head of the Government has complete and sole executive authority, he can make no important change in matters governed by law (and in Bengal most things *are* governed by law,) without the consent of his Council. Most of the Council were, in the first instance, no nominees of the present Lieutenant-Governor, having been originally selected by his predecessor, for whose personal and public character and most thorough and honest devotion to the public interest Mr. Campbell would express the most profound respect, though from some of his political opinions he has differed: yet the Lieutenant-Governor trusts he may say that no harmony could be more complete than that which has throughout prevailed between himself and the members of his Council. It is a great satisfaction to him to recall that in respect of all the measures which have passed the Council during his incumbency, there has been a unanimity as complete as was possible in any such body, occasional and partial differences of opinion having been no more than must necessarily result from independence of conduct, combined with an honest working together for the public good. Since the measures passed in the last two sessions have not been without much importance and a very wide scope, it may be not improper here to state that it is believed that the records of the Council will show that at no previous period were the divisions and dissents so few when so much business was disposed of. The Lieutenant-Governor has the happiness to say that in respect of no single point of importance in any large measure has he been at variance with his Council. He has himself constantly taken an active part in the business. Situated as he is, he has thought it well that he should be not only President, but as it were the Government leader in the assembly. He has fully and without reserve or afterthought explained himself to the Council on all the measures proposed. Much that he has placed before them, they have accepted;

they have made many amendments on many points which he, understanding from their mouths and profiting by their experience, has equally accepted. The Lieutenant-Governor trusts that the combined labours of the Council have not been without benefit to the public interests.

Details of the administration of the various departments, the machinery of which has already been more or less alluded to, will be found in the departmental chapters appended to this report, and these subjects will here be noticed briefly.

Beginning with the departments which deal with crime,—

Crime.

those of police and criminal justice: while the want of sufficient knowledge and sufficient machinery renders our reports still incomplete, and makes the statistics of reported and detected crime an insufficient index to the actual amount of criminality, still, taking both our criminal returns and jail populations in the rough, combined with what we know of the country, it may be said that Bengal is not a very criminal country. The number of offences brought to light, and of accused persons brought before the courts, is certainly not great relatively to the population when compared with other countries in other parts of the world, and also not great when compared with some other Indian provinces; nor are very many of our criminals of a very heinous, savage, or professional character. Still it cannot be said that the people enjoy remarkable peace and security. The number of dacoities or gang-robberies is still so large that, even in so great an area and among so great a population, these crimes can hardly be termed rare, and they must, no doubt, very considerably detract from the feeling of security in many districts. The Lieutenant-Governor believes, however, that ordinary burglaries and thefts are decidedly less frequent in Bengal than in the North-Western Provinces and Punjab. Murders and homicides, riots and serious affrays, are not now so frequent that they can be said to form a remarkable feature in the country. Swindlers and cheats are a good deal less numerous than in European countries. The subject has not by any means been sufficiently worked out, but it is certainly the Lieutenant-Governor's present impression that, excepting dacoities on land and water, the people of these provinces have generally no reason to complain of unusual insecurity of life, limb, or property. There have been a good many bad cases in and near Calcutta, with which we are doing our

utmost to deal, but after all they are not worse than cases which occur in London.

In the police department the working out the changes of system already noticed, mainly occupied the attention of the Government during the past year. The police force had been much reduced in the years preceding the present Lieutenant-Governor's incumbency, and he has not so far attempted any considerable reduction, except in the grade of Assistant Superintendents, but has only occupied himself in improving the efficiency and activity of the force, so far as may be. The police force is still by far the most expensive of the provincial departments, costing the Government upwards of Rs. 46,00,000 per annum. The police returns for 1871 show a considerably increased activity; there were more reports of offences and more apprehensions; but the success in point of detection and prosecution was not in very different proportion from hitherto. Dacoity, as has been said, is still an offence which to some extent disgraces and disturbs

an otherwise peaceful country, though the character of the cases is generally far from exhibiting the atrocity of brigandage in Italy or Greece, or even the serious violence of dacoities in some other parts of India, and both in number and virulence the crimes are certainly much less than in former years. In the Resolution of the Government on the Inspector-General's report it is observed—

“Dacoity cases were 361 in 1871 against 345 in 1870—an increase of 16 cases; but this crime is far below the proportions to which it had attained in 1867, 1868, and 1869, when the cases were 552, 523, and 473, respectively. There may be said to have been of late years a general decrease. This year 87 cases were detected, and 407 out of 1,582 persons arrested were convicted.

“The various descriptions of dacoity reported stand thus—252 cases ‘in houses,’ 31 in the fields or jungle, 47 on the highway, and 31 on the rivers. The perpetrators of house dacoities are said to be generally local bad characters; others are no doubt committed by practised criminals, some of whom come from long distances by rail or in boats. As to river dacoity, the Inspector-General says that it is surprising that cases are not more numerous. It may be doubted, however, if we know the real extent of this crime. Both late and present Commissioners of Dacca

think that all such cases are not reported. In dealing with it so far as known, the police have admittedly failed. The subject has, however, the Lieutenant-Governor's particular attention, and it has been intimated that the effect of a steam patrol will be tried. The Lieutenant-Governor will not rest satisfied till much greater success is obtained in dealing with dacoities and serious robberies. The question of re-establishing a small detective department is still under the Lieutenant-Governor's consideration."

On the whole subject of the efficiency of the police, the same Resolution observed as follows:—

"The Inspector-General of Police institutes a comparison between the returns of serious crime in 1851, 1861, and 1871 in certain districts of Bengal, for which returns are available, and from these he seeks to establish the great improvement which has taken place in the

Question of improved efficiency of police.

last ten years since the new police was established. The results no doubt show a great and gratifying diminution in violent crimes against property in the last twenty years; but the decrease was greater between 1851 and 1861 than it has been between 1861 and 1871. Much of the improvement is no doubt due to the general progress of the country, the establishment of increased magisterial agency, the opening of roads, and special measures of repression adopted towards dacoits. The Lieutenant-Governor does not know that it can be claimed as to a great degree attributable to the operations of the regular police so far as regards direct dealing with crime. Still he is very ready to give the police force every credit for many good qualities, and to recognize all the detective ability which it may gradually learn to show. The want of any one departmental head charged with the cognizance of crime under the system till now in vogue, which relieved the Inspector-General and his deputies of that duty, and the dubious position of the police in their relations with the magistracy, have hitherto put the force in a difficult position and made it impossible to judge properly of its merits or demerits. Now that this is remedied, officers and men may depend upon it that they will be fairly and impartially estimated by the substantial results of the work done by them."

The question has been discussed whether in the town of Calcutta the police should be, as hitherto, under the superior control of the Chairman of the Municipality acting in his

Calcutta police.

separate character of Commissioner of Police, or under a separate Commissioner. On the same principles which he has applied to districts, the Lieutenant-Governor has inclined to the former course, though a good deal will depend on the constitution of the Municipality and position of the Chairman. For special reasons the major portion of the proper police duties has been temporarily entrusted to an officer of exceptional experience and ability, Mr. S. Wauchope, C.B.

Throughout the country generally, a prominent feature in the police returns is the entry of a large number of cases as false charges, such cases as theft, robbery, and even dacoity, being very frequently so treated; in some districts, in fact, the majority of charges have been sometimes so entered. The Lieutenant-Governor is unable to resist the testimony of very many Magistrates and other experienced officers, that the police officers and criminal courts are really to a large extent made the area of private litigation and faction; and the fact is a very sad one, requiring our utmost efforts to check a great and growing evil. Still, as regards proper police cases, the Lieutenant-Governor was not satisfied that there had not sprung up a loose practice under which the police sometimes too lightly put down as false very many cases that they saw no hope of finding out, and he has insisted on a strict rule that no report of crime is to be entered as false till the Magistrate has distinctly declared it to be so.

The ancient institution of the village watchmen, in common with most institutions in Bengal, depending on the old customary obligations of the landholders, has fallen very greatly into decadence. Where there were lands assigned for the support of the watchmen, they have often been absorbed or exchanged for inferior lands; and where there were or are none, there is little means of remunerating the watchmen which can now be enforced by the Magistrate. Complaints of the utter inability of Magistrates to obtain the appointment and decent remuneration of watchmen had long been frequent, and the institution was often said to have wholly lost all vitality. In consequence a new law had been passed in 1870, which, dispensing with the old system, enabled Magistrates gradually to introduce a new system of watchmen, to be paid by an assessment under a quasi-municipal constitution introduced by the Act. While considerable success in working this Act has been obtained in one district,

difficulty has been experienced in others. From inquiries in connection with reports received from various parts of the country, and from the description of the way in which the census was taken in various districts, the Lieutenant-Governor has been led to think that the indigenous chowkidari element is by no means so wanting as has been sometimes supposed. He has great hope that, under the new Municipal Bill, it may be improved and developed without very sweeping change. The whole subject is one which much requires attention.

Our means of watching the stages which the criminal passes through between his being sent up by the police and his being received into our jails—that is, the working of the criminal courts—is somewhat imperfect. The administration of criminal justice. The superintendence of the courts of justice is vested in the High Court. In criminal matters the Government is able, through the Commissioners and otherwise, to exercise a certain supervision over the Magistrates; and the Commissioners' crime reports give some particulars of the results of trials which it is very desirable to find the means of combining and comparing; but there is no such systematic supervision as there should be. Fortunately the circumstance that a judicial officer holds the post of the Inspector-General of Jails, has put us in possession of many statistics of the prison population bearing on the administration of criminal justice, and some very interesting figures and facts derived from this source have been incorporated in the chapter on that subject in the appendix. The Lieutenant-Governor has seen enough of inconsistencies and excessive variations and fluctuations in the returns to be sure that there is very great room for looking into the varieties of practice which they indicate, and much necessity for taking more exact measure of the working of the various criminal courts.

Any influence which the Government can legitimately exercise has been constantly exerted to induce the Magistrates to exercise due vigilance to prevent their courts becoming instruments of private malice, and to render the trial of criminal cases as little as possible contentious suits between opposite parties, as they too frequently become, and as much as possible the assertion of the public interests against public wrong-doers. Magistrates have been encouraged to take every opportunity to make prompt and thorough siftings of the facts on the spot, and to get at the bottom of cases by active inquiry rather than to let them be drawn out for weeks

and months by many dilatory processes at the instance of this party or that. From all that the Lieutenant-Governor has seen in the course of his tours, in the course of which he has looked at the proceedings of many criminal courts, he is led to believe that these cautions are much needed. He fears that not only is there a tendency to formalism, but also, owing to the large number of stages through which a case passes, and the number of officers that it must come before, the proceedings are dilatory to a degree greatly to be regretted. In theory, the local police are to make an inquiry promptly and to send the case to the superior Superintendent of Police, who places it before the Magistrate of the district, who assigns it to one of the Magistrates subordinate to him, who tries it as speedily as the law will permit. The Lieutenant-Governor is constantly told that these stages are gone through without delay; but every case that he sees always happens to be an exception. For some reason there is a delay here and a delay there till a petty case of theft takes several days to reach the Magistrate who is to try it; then he is otherwise occupied and puts it off; when it comes on there are more witnesses to be summoned; and so it goes on from day to day. A more complicated case litigated by private parties often assumes more of the complexion of a Chancery suit than of a case in a police court, and the evidence is only arrived at after a delay and under conditions which render it most improbable that the truth can be got out with any certainty.

Since, however, the Lieutenant-Governor had, as a Member of the Legislative Council of the Governor-General, an opportunity of submitting his views on the points of Criminal Procedure which seemed to him to require amendment, to the framers of the new Code of Criminal Procedure, and such of them as were deemed to be proper were adopted in the new Act, which will shortly come into force, it is not necessary to dwell further on this subject at present.

The Lieutenant-Governor is far from joining in the cry sometimes raised against the superior appellate courts. He has not an extreme confidence in the certainty of the decisions arrived at in our criminal courts. No doubt in large classes of cases a discreet review by a discreet and competent superior court may be good and beneficial, provided the appeal is limited to fitting cases and the tribunal is really adequate. Especially he believes that the disposition of local officers to attribute all excessive formality to the influence of the High Court is

ill-founded. Still he had viewed with some alarm the growth of what in technical Indian phraseology may be called 'criminal special appeals,' that is cases in which, after the ordinary appeals allowed by law have been exhausted, rich persons who can pay for lawyers of position and degree have been able to place plausible reasons for a special and exceptional hearing before particular benches of the High Court, in which, under a peculiar rule the opinion of the Senior Judge prevails. Such a system must necessarily give an advantage to those who can pay for eminent lawyers; and very serious cases have come to the Lieutenant-Governor's notice during the past year in which a single Senior Judge, after a hearing in which the parties convicted were very much more strongly represented than the side of public justice, has released prisoners in opposition to the opinions of his colleague, of the Sessions Judge who tried the case, and of the Magistrate who committed it. The new Criminal Procedure Code will require the concurrence of two Judges, and gives the High Court full power to check any abuse of the system of special application. The available details regarding criminal justice are given in the chapter in the appendix.

It is in regard to the department of civil justice that

The administration of civil justice. information is most wanting.

This is the one department of the administration of which it seems to the Lieutenant-Governor that we know very little. As having been formerly a member of the High Court as well as now chief of the executive, he ventures to express the opinion that there is no sufficient arrangement for inspecting the civil courts. From little things that crop up, he is, it may be said, tortured with the fear that the strictness of our modern doctrines in regard to non-interference with usury, the too literal enforcement of contracts alleged to have been entered into by ignorant, illiterate, and improvident people, and the general tendency to uphold doctrines of bare law, or what is supposed to be law, untempered by the broad equity which has tempered the hardness of the early Roman and early English and other uncoded laws, lead to a hard measure in some classes of cases, which affect poor men and reduce them to slavery or drive them to despair or to fraud. On the other hand, he fears that to the rich the system of litigation is an intoxicating luxury, which grows in the country like the use of opium on the Chinese or spirits on the people of Northern Europe.

It is not that the number of cases which come into court is very excessive in proportion to the population, it is probably not so—the expenses are too great to admit of that; but every case against a poor man may be a rule to lead to the subjection of a hundred other poor men, and every case of every kind which is seriously contested is the subject of an amount of litigious power which is, the Lieutenant-Governor believes, unprecedented in any country in the world. That any man should conduct the simplest case without entertaining lawyer is totally impossible, unless he be something of a lawyer himself, and is content to devote his whole time to it. And the general use of lawyer-power in stage after stage, process after process, appeal after appeal, and suit after suit bred out of the execution of the decree, is enormous. Such a system must give a great advantage to the rich and litigious.

It seems to be generally believed that the younger Native Judges of the inferior civil courts are generally men of sufficient ability and of considerable knowledge of law, but whether they look to justice as well as law, and sift facts for the sake of the right as well as they master law and arguments to secure the approval of the appellate courts, can only be determined by careful and frequent local inspection. Sitting as these men do, entirely alone in out-of-the-way places, little controlled in many instances by any press or expression of public opinion, and exercising a power compared to which other powers are small, they much need looking after.

In former days the Sudder Court was practically for executive purposes and the general supervision of the courts, a branch of the Executive Government, and if it exercised a very large and semi-independent authority, it was at any rate subject to the direction of the Executive Government when the Government wished to exercise authority. It reported to the Government on the departments committed to its charge. The position of the High Court is wholly different. It has been scrupulously made independent of the Government of Bengal in every way. The powers of superintendence which it exercises are conferred on it by laws and charter, not delegated by the Government. The Sudder Court was a court of moderate size; its members were all men of one service, who had generally risen in

the departments which they supervised. The High Court of Bengal is a very large court,—an inconveniently large court,—composed of very different elements; and the Chief Justice must, by law it may be said, be a man who has had no prior experience of Indian courts.

For several years no reports whatever were made on the administration of justice in Bengal, some bald figured returns only being submitted. Of late years, at some subsequent period, far too late for use in the Annual Administration Report, reports have been submitted to the Government of India, and the Government of Bengal has been favoured with a copy. In August 1872 such a report was submitted for the year 1870, and it contains much that is interesting, but it is stated in that report that many of the returns on which it is founded are so “manifestly erroneous,” “exhibit such startling results,” and so “evidently cannot be relied on,” that it is impossible to draw any safe conclusions from them. This report exhibits so forcibly some of the defects of our system of civil justice and of the errors in its administration as to show the necessity for supervision and inspection. But the press of work during the first years of the Court’s existence was great, and there was not found much time for inspections, nor at any time have there been but at extremely rare intervals very partial inspections by Judges of the High Court, though on these rare occasions they were made by most competent men, and were just sufficient to show how desirable it is that they should be more frequent.

A Judge, generally the senior Judge of Indian experience, superintends the personal parts of the judicial arrangements, appoints the inferior local Judges, and recommends judicial officers to the local Government for posting, promotions, transfer, and leave; proposes arrangements for, and assignments of duty, and makes other judicial arrangements. For all these things this Government is officially responsible, though it really has very little information to guide it, and must mainly rely on the Judge charged with these things, with whom its relations may or may not be intimate.

It must be quite understood that these remarks are made to show the defects of the system, not as criticising the conduct of the Hon’ble Judges, or complaining of want of assistance from them; quite the contrary. There was a time when the relations between the Government of Bengal and the High Court were not harmonious. The present Lieutenant-Governor has the advantage of knowing and appreciating the position

of the Court and the eminent qualities of the Judges, and has the strongest reason to thank them for their most cordial co-operation. The late and the present Chief Justice have both been good enough to show the Lieutenant-Governor every possible consideration in respect of every matter on which he has had occasion to consult them or to seek their assistance. An the immediate superintendence of the local courts has latterly been in the hands of the Hon'ble Mr. Justice L. S. Jackson, than whom the Lieutenant-Governor may venture to say no man in the public service, executive or judicial, is better qualified to exercise such functions. The Lieutenant-Governor has to thank him for the most cordial and hearty co-operation, and by a thorough personal concord he believes that the Government and the Court together were in a fair way to apply a remedy to much that required amendment. Unfortunately, however, the business of the Court had not yet admitted of Mr. Justice Jackson's making more than very partial inspection in the interior, and his health failed just when his efforts were becoming most useful. On his return it may be hoped that he will be able to do much more. But if he is to do all that is required, he must certainly be to a great extent relieved of judicial functions. If so, it may be a question whether such a man might not do more as a sort of minister of justice in direct relation with the Government. At present any effectual arrangements must be the result of as it were accidental personal understandings, and not due to a system under which the Government and the High Court are apart from one another; while the duty of inspecting is not necessarily or generally done by any one, and the Government has no rightful knowledge of the facts necessary to the exercise of its functions.

It is not only in regard to the supervision of the courts that the Lieutenant-Governor has doubts; there may be deeper evils. Take a case of which he lately had information, in which a man of a simple aboriginal tribe, a Sonthal living beyond the limits of the Sonthal Pergunnahs, borrowed Rs. 25, paid back Rs. 33, and a few years after was sued, and as the result of a tedious process lasting many months, found that there was passed against him a decree for Rs. 196 on account of principal, interest at 75 per cent. stated and re-stated, and costs. It may be all legal, and no power existing can do anything for this man. He can never pay his debt, and never get clear of it by any process whatever. As

Evils of our litigious system.

he happens to be a Sonthal, it is probable that if the agitation in the Sonthal Pergunnahs had been allowed to boil over he would have joined the next rebellion, taken the head of his creditors, and would eventually have been shot, bayoneted, or hanged. But in the case of an ordinary debtor, and there are millions of such, there would probably have been no such catastrophe. The creditors do not care to kill the goose that lays the egg; they do not drive simple debtors desperate, but only reduce them to slavery—they, and probably their children after them,—by a judicious combination of British and native law. For, while we give the utmost measure of legal rights to the rich and strong, we have given to the poor none of the education or the methods which might enable them to meet the rich on equal terms. For them there is no insolvent court nor any means of whitewashing which they understand. They know that sums far beyond their means have been decreed by a power which is supported by the whole force of British bayonets; they generally do not contest the indigenous native doctrine that sons are responsible for their fathers' debts. Thus, out of a contract which seems in its inception of a simple and harmless character, arises in very many cases a literal hereditary slavery. Such a system was discovered to have existed under native rule in the north of Oude, and our officers were much shocked; but the same system exists in parts of our oldest territories. In all our territories the poor debtor, or the man who has signed a contract, is very much a slave. It was so under the indigo system in Bengal before the indigo rebellion, it is so in many cases still. The Lieutenant-Governor is not without fear that it may continue to be so under the new Indian contract law passed last session, which, as he took occasion to say at the time, is founded on the simple legal doctrine that what a man promises that he must perform to the last day of his life, however unequal the intelligence and condition of the parties; however inadequate the considerations; however improvident and extravagant the contract; however little equitable are rates of interest and conditions prescribed for the period from seed-time to harvest when applied to a period running over years; and however the obligations so accumulated may exceed the debtor's means. The rules restricting usury and tempering law by equity which have been introduced in the Sonthal Pergunnahs may be contrary to what some call political economy, but they seem to be accepted by, and to give satisfaction to, all parties; they render such cases as the one which has been described

impossible. It may be that laws which suit so well for a people given to rebel might be substantially just and answer well even in the case of those who do not rebel.

As regards people in a somewhat better position, with some interest in the soil, there has been so much discussion on the subject of the revolutions effected in a short period by enforced sale without stint or limit of rights which never could be so sold under any native law or rule, and which were not made so saleable in England for nearly 800 years after the Norman conquest, that the subject need not be again dwelt upon, further than to say that the process of selling summarily rights in the land still goes on. It is no wonder that a Moonsiff's court is, as has been said, a power greater than other powers, when a decree for a debt passed there leads to the immediate and summary sale and complete deprivation of rights in respect of which questions of a little more or a little less have been deemed matters of great political significance and importance.

A case lately occurred which brings into curious contrast English law and native ideas. An estate was in litigation between the members of a family which originally belonged to one of the hill tribes. One of the parties, after litigating through all the courts in India, was finally successful and obtained the decree of the highest court. But the case was not to end here: it was appealed to the Privy Council in England, and according to the rule in these cases, the Indian decision was suspended meantime. The successful party found themselves deprived for several years more of the fruit of their efforts, and the whole case again awaiting the uncertain result of a distant tribunal of which they know nothing. Their means were exhausted, they could not retain the most eminent members of the English bar as rich suitors do, and in this dilemma they reverted to the faith of their ancestors, caught an old idiot who was wandering about, carried him to the top of a hill, and there sacrificed him to propitiate the gods who rule the decisions of the Privy Council.

While the Lieutenant-Governor has great doubts of the propriety of literally enforcing all contracts under all circumstances, he has always thought it most desirable that the fact of the execution of deeds and contracts should be put beyond dispute by authentic registration.

Importance of registration of obligations.

He finds that about a quarter of a million of documents are annually registered in these provinces ; but the very great majority of these are contracts regarding immovable property, of which the registration is compulsory. The registration of documents which it is not absolutely obligatory to register, comprising all money debts and simple contracts, do not number more than about 30,000 per annum, of which a large proportion are contracts entered into with Europeans, indigo contracts, and such like. In a country where almost every man is a borrower or a lender, this number is a mere drop in the ocean compared to the whole transactions of the people.

The Lieutenant-Governor has therefore been anxious to give facilities for the more general use of registration in the interior of the country. He had formerly tried in Oude a system of rural registration, which seemed to be very successful, and he has wished to try the same thing in Bengal. Again, there has been much discussion regarding the abolition, a few years ago, of the Mahommedan law officers whom we had till then recognised ; it was asserted that some of the most important social contracts of the Mahommedans required by Mahommedan law the attestation of an officer appointed by the ruling powers. In the case of a religious law the formal re-appointment of Mahommedan law officers would have been attended with many difficulties. It seemed, however, to the Lieutenant-Governor that if respectable Mahommedans of position and learning, and acceptable to their countrymen, could be appointed as registrars in the Mahommedan districts of Bengal, they might register contracts of marriage, &c., so as to satisfy the requirements of the Mahommedan population. With these views the Lieutenant-Governor has made a commencement of a system of rural registrars in the interior of districts, which he hopes to carry farther, and of which particulars will be found in the appended chapter on registration. It is the Lieutenant-Governor's belief, that in none of our ordinary registration offices is there sufficient means of identification, if a man attempts personation or fraud. Such identification will be better secured in local offices. But the real security is the publicity of the transaction, and the fact that it was placed on record at a certain date. When a contract is publicly registered, it does not long remain without contradiction if there be fraud, and when the authenticated copy is speedily sent for record in a central office, there can be no subsequent tampering with the transaction.

The Jail Department.

The management of the Bengal jails is a subject which has greatly occupied the Lieutenant-Governor. He found a position very difficult in this respect. Some things had certainly been achieved during the long administration, as Inspector-General, of a distinguished medical officer, Dr. Mouat, under whom the district medical officers had charge of all jails. But the Lieutenant-Governor's attention was very soon drawn to certain important defects in the system. On sanitary grounds all division walls had been removed from the jails, so that no separate classification was possible, and the jails were managed on manufacturing principles, carried to a point inconsistent with any classification which should have due regard to crime and character. To such an extent was the removal of all division walls and partitions carried, that the Lieutenant-Governor found in most of the jails which he visited that the under-trial prisoners were not kept separate from the convicted prisoners, but allowed to mix freely with them, a state of things which he could hardly have believed possible. With the all-engrossing object of promoting manufacture and profit, extreme indulgences were given to prisoners who had in no way earned relaxations of their sentences, and many very irregular departures from well-conceived rules had occurred; while the profits realized were generally not very large after all. The Lieutenant-Governor was especially struck by this, that the short-term prisoners, whose terms were not sufficient to learn and profitably to practise trades, were almost entirely neglected, and in no way subjected to any proper punishment.

Not only had all partitions been removed from the jails, but the buildings themselves were either of an antiquated or of a very rude and imperfect character. It has astonished the Lieutenant-Governor, who has seen the large sums devoted to building jails in other provinces, and the large steps in advance made in this respect, to find that there was not in Bengal a single modern jail of any kind, while the central jails, which had been commenced, had made very little progress. He cannot fully account for this; he cannot suppose that the Government of India, so liberal in this respect to other provinces, has deliberately stinted Bengal to so excessive a degree. He is inclined to think that the Bengal jail authorities by asking too much got nothing. Dr. Mouat seems to have proposed to separate every prisoner from every other prisoner, and failing that separated none.

The Lieutenant-Governor has anxiously set himself to remedy the defects which he observed, and to make the system as good as the means at his disposal permit. The central jails he has actively pressed on, sparing no money which could be spent, and carefully revising the plans. A vacancy having occurred in the office of Inspector-General of Jails, owing to the lamented death of Dr. Fawcus, a most meritorious officer, he took the opportunity to appoint to the post an officer of ability and judicial experience, Mr. Heeley, and specially to charge him with some important reforms. Mr. Heeley has lately submitted a most exhaustive report showing the result of his inquiries and labours in the first year of his incumbency, and the Lieutenant-Governor has taken the occasion very fully to place on record his views and instructions on the various questions which have arisen.

Details on this subject will be found in the jail chapter in the appendix. A few extracts from the Lieutenant-Governor's recent resolution are here given as general indications of the principles which he has enforced.

“In selecting Mr. Heeley, a judicial officer of experience, to fill the important post of Inspector-General, the Lieutenant-Governor was mainly actuated by a conviction that the whole question of jail discipline in Bengal wanted looking into from a judicial point of view. There had been much discussion with a view to rendering jails self-supporting; but whether in this endeavour due regard had been had to their function as places for punishment and deterrents from crime, was a subject that called for careful consideration and inquiry. The present report alone would justify the Lieutenant-Governor's choice of Mr. Heeley to fill the post and perform the duty in question, showing, as it does throughout, the great advantage of bringing a new class of experience and a new class of mind to bear upon our Bengal prisons. Mr. Heeley has the very cordial thanks of Government for his admirable report and for his efficient administration of the department.

“Manufactures and finance had obtained an inordinate share of attention. The penal object of imprisonment had been to a great extent overlooked, especially in the case of short-term prisoners. The want of this was especially marked in the case of lock-ups, where petty misdemeanants

were simply detained and fed, and brought under no discipline worthy of the name. In the larger jails, a skilful workman was at once exempted from much of the hardship of his position. Educated prisoners had easy lives, writing in the jail offices with but too many opportunities of underhand profit. Classification was impossible. The paid warders were utterly without discipline, and useless for effective control. Prisoners' labour was sometimes hired out to municipalities and private persons, to the great detriment of discipline. The arrangements for the separation of under-trial prisoners, a most important point, were insufficient in the extreme. Then, again, the charge of jails had within the last few years been made over to the medical officers in charge of stations, without any inquiry as to their individual fitness for such a serious charge. Changing this system, the Lieutenant-Governor made the Magistrate of the district the officer ultimately responsible for the proper management of a district jail, allowing him to recommend for the immediate charge either the medical officer or any of his magisterial subordinates, according to the special fitness of the man for the work required.

"The Lieutenant-Governor would have it understood that he thoroughly acknowledges the merits of Drs. Mouat and Fawcus, who preceded Mr. Heeley, and the fact that they have worked a great improvement in the health, habits, and discipline of the jails. Bengal jails are much healthier, happier, and better conducted places, than they were fifteen or twenty years ago. A system of intramural employment on manufactures has been very successfully introduced, and great and successful efforts have been made in the direction of economy of establishments and reduction of unnecessary expenditure. By these economies, and by the profitable character of the industries introduced, it has been especially sought to make the jails pay. As Mr. Heeley says, 'the feeling that a jail must be made, if possible, to *pay*, has for some years been prevalent.' In fact it has, the Lieutenant-Governor believes, been sometimes stated that the jails *have* been made to pay.

"Excluding Alipore, take the ordinary jails of Bengal, the 59 jails of which statistics are given. It appears that the profit from the manufactures in all these jails, employing almost all the available labour not used for jail purposes, was Rs. 98,800: or taking the year 1870, the last year in

Question of the amount of jail profits.

which the system, which the Lieutenant-Governor found in operation, was most fully developed, and before any changes were made, the profit was Rs. 1,02,600, say £10,260. What, it may fairly be asked, is that among so many jails? Of the whole profit a very large proportion—in fact nearly half—came from the Presidency and two or three other jails in the neighbourhood, where there were special facilities for manufacturing jute. The profits of most of the jails were very small indeed, and some made a loss. On the other hand, the very large percentage allowed to jailors so far over-stimulated them in this particular direction, as to lead to a very frequent neglect of wholesome and necessary rules regarding the employment of prisoners, and, in not a few instances, to a most culpable defiance of rules, when prisoners were improperly employed with a view to profit. On reviewing the whole question of jail expenditure and income, the Lieutenant-Governor is satisfied that the system lately in vogue has not resulted in such profit as to make that an overwhelming consideration in the present state of our finances. Undoubtedly in this as in other departments, comparing one jail with another, economy of management will be looked to as very important among other important things. But in comparing one system with another, the Government really need not take into serious account a little more or a little less profit from prison labour. The provincial finances are happily in a position to bear the charges necessary to the well-being of the country, and Government may properly regulate the conduct of its prisons to that end, and not with a view to the mere direct profit of prison labour, which is on a comparatively small scale after all.

“A much more important consideration is the habit of regularity and industry, and power of gaining an honest livelihood, likely to result from the industrial education of prisoners. We know but little of the social life of the country, and have not been able, to any appreciable extent, to follow prisoners to their homes after their release; but the Lieutenant-Governor finds it to be the concurrent opinion of all the Magistrates and others with whom he has conversed, that released prisoners do not, as a rule, practise in freedom any of the trades which they have learned in jail. Here, too, His Honor fears that immediate profit has been considered more than future occupation; and the system of hereditary castes no doubt much stands in the way. Agricultural labourers

and others, who are taught to work looms and to make many good and useful things, go back to their old habits and ways as soon as they get out of jail. In many parts of these provinces there is, however, a great demand for simple artizans, bricklayers, carpenters, &c., and men of various castes engage in these occupations much more than in some other parts of India, as also do many Mahommedans, who form so large a proportion of the population of Bengal districts. In Assam, in particular, there seems to be an extraordinary dearth of these tradesmen, and the Lieutenant-Governor has lately instructed the Inspector-General to try to make as many artizans in the jails of Assam as possible. Everywhere the same principle should be kept in view, viz. teaching the arts most likely to be followed afterwards. A released prisoner will not set up a complicated loom, but if he can earn 4 or 6 annas per day as a bricklayer, instead of $1\frac{1}{2}$ anna as a coolie or a thief, there is a chance that he may take to the former mode of livelihood.

“As regards penal labour and discipline, we are met in practice by the fact that in most Indian prisons the prisoners are not scowling, desperate ruffians, with the stamp of professional robbers and burglars upon them, nor even are they generally idle vagrants who have unlearned the habit of work if they ever had any. By far the greater number of them are men of tolerably industrious habits, and it is only a rare exception when a man is at all refractory. Like all natives, they are very difficult to drive into European ways, but are very easily led into intelligent and industrious habits after their own fashion. They readily reciprocate a little kindness and friendly feeling, consider themselves in a way the servants of the Government, and are very pleasant and biddable. It is not in human nature for a kindly man, who is much among such people, to be always driving them to penal labour calculated to expiate their crimes, especially when he has seen nothing of the judicial side of the question, knows nothing of the difficulty of dealing with the offences for which they are sent to prison, listens to their engaging stories of the circumstances that led to their being wrongly incarcerated, and is impressed with the belief that his first duty is to get profitable work out of them. It does not pay to be harsh with them. Hence it is probable that of late years jail officers have gone too far in the way of making the prisoners happy and contented, and have prided themselves on

Character of Indian prisoners.

showing that their charges would not escape if they could. The Lieutenant-Governor has said that this must not be carried too far. But at the same time he fully admits that we cannot make all jail labour ultra-penal and expiatory in its character. We must be content if we can provide really punitive labour for a certain proportion of the prisoners to be applied under certain circumstances, and for the rest we must be satisfied to keep them sufficiently disciplined and regularly employed in moderate labour. For this purpose a good system of manufactures, such as has been established in Bengal jails, is undoubtedly most beneficial, and should be used to the utmost without being abused.

“In the Lieutenant-Governor’s opinion the question of punishment is one of the most unsolved and most unsatisfactory of all modern problems, and the conditions of punishment by imprisonment are the most unsettled and unsolved of all. In countries where there is every social facility and appliance, these prison questions are among the most puzzling that crop up, and give rise to the most contradictory opinions; and even when principles are accepted, they are most difficult to put in practice. In this country, where the people are such strangers to us, and so pliable that it is hard to judge whether we have produced any real effect or not, and where the instruments with which we must work are so little reliable for strict method and discipline, these questions become far more difficult. It is much easier to manage in an easy-going way an Indian than a European jail, but it is far more difficult in India either to punish with any regulated measure, or to know what effect we have produced. We must do the best we can. The Lieutenant-Governor has done what he can, without complete confidence of a successful result. At any rate, as Mr. Heeley says, we must expect that whatever result there may be, it cannot follow but after a certain lapse of time.

“The Lieutenant-Governor is fully satisfied that Mr. Heeley has done all that he can to carry out that object which was pointed out to him as most necessary, viz. the provision of a certain amount of penal labour for short-term and other prisoners. The details given show as much as could be expected under the circumstances. Mr. Campbell has a strong belief that for short-term prisoners solitary confinement with measured labour and short diet is very appropriate, and he procured the insertion in the new Criminal Procedure

Penal labour for short-term men and others.

Code of a provision enabling second class Magistrates to sentence to solitary confinement. The Inspector-General has been asked to add to lock-ups, wherever practicable, compartments which may be used for solitary or separate confinement as well as for the ordinary purposes of separation. The Lieutenant-Governor will be glad to see treadmills in some of the jails, and still more glad to have some cranks for single prisoners in many jails and lock-ups. He thinks little of the value of a few prisoners' labour compared to a good *measure* of punishment, and would much like the Inspector-General to get some such instruments for single prisoners by which penal labour can really be exactly measured, especially since such labour may be combined with solitary confinement, to which, so used, the Lieutenant-Governor looks a good deal for relief from the short-term difficulty. Cranks might be particularly useful in lock-ups. As regards ordinary intramural labour, the Lieutenant-Governor will only say he thinks jute manufacture both the most profitable and the best manufacture we can have. It is heavier and coarser work than most weaving. The cultivation of jute is extending to many districts, and the Inspector-General should extend this industry as much as possible.

“Most difficult of all is the sanitary question. Looking to the terrible mortality that

The sanitary problem.

has prevailed in Indian jails, and in none more than in some of those in Bengal, the Lieutenant-Governor quite feels that it is inevitable that we should sacrifice much, if it is necessary to do so, in order to avoid such destruction of human life. He fully acknowledges that, whether the knocking down of partition walls and such changes in the arrangement of our jails have been mainly effectual or not, in one way or another, by increased care and attention, the general mortality of Bengal jails has been greatly reduced. The last two years have, however, been particularly healthy in the country generally, and it would not be safe to take them as a reliable index. And indeed after all 45 and 40½ per thousand (the rates in 1870 and 1871), besides a few released on account of extreme illness, is far from a low rate. Things are not nearly so bad as they were; still, if we were dealing with free men, it might well be said that we must further alter our jails and our system till we decrease the mortality to a rate commensurate with that of the ordinary population. Mr. Campbell's impression is that, sacrifice what we may, we could not do

that; that natives confined, disciplined, and forced into habits not their own, will always be liable to an abnormal death-rate.

“If it were a mere matter of sanitary rule, as some people would have it believed; if we could be sure that a jail built on sanitary principles would be healthy, while one not so built is unhealthy; we might feel constrained to spend all our money on new jails and to take the consequences. The contrary is notoriously the case. Mr. Campbell has known many jails, native buildings, and such like, contrary to all the laws of sanitation, comparatively healthy; and he has known prisoners die like rotten sheep in the finest modern buildings. By care in various ways we may improve the general result, but we do not know how to ensure perfectly healthy jails. Under all the circumstances, the Lieutenant-Governor is not prepared then to sacrifice everything to a very doubtful sanitation. The Government will do what it can, but for the present, at any rate, it must accept a moderately excessive death-rate, and secure a good amount of discipline and a moderate amount of labour for all prisoners, and really severe punishment for a moderate proportion of them.

“The Inspector-General must take each jail by itself; separate the prisoners where he can separate them without very great sanitary objections, especially in the case of large jails containing many dangerous prisoners, and at all hazards he must separate the under-trial prisoners. For the rest we must submit for the present to the want of classification and separation so far as it cannot be helped. All the new central jails are being built on the radiating principle, with separation walls between the wards and open palisades on the inside of the circle.

“The Lieutenant Governor is very greatly struck, on looking back to the results of the last fifteen years, to see how healthy the jails of Central and East Bengal have been as compared to those of Behar; while, as regards European health at any rate, the general character for healthiness of those tracts respectively is supposed to be just the contrary. From fifteen to ten years ago, and even later, Behar jails seem to have been perfect charnel houses, and the average mortality of fifteen years still stands from 8 to 12 per cent. per annum in the various jails of Behar, while the average of the same period for Nuddea, Jessore, Furreedpore, Dacca, Tipperah, Chittagong, Noakally, Mymensing, and Sylhet, is between 3 and 4 per cent., varying from 2 per cent. in

Noakally to 5 per cent. in Sylhet. In Nuddea, Jessore, Furreedpore, Tipperah, and Mymensing, it is under $3\frac{1}{2}$ per cent. for the fifteen years. It is the same in Chittagong, if we take the last ten years, and in Dacca and Sylhet if we take the last five years. It is evident that Behar jails require very special attention.

The Lieutenant-Governor thinks that the suggestion that every prisoner should come to jail with a character, is a most

Character rolls of prisoners.

excellent one, and points to a most important change in our whole system of jail management. Mr. Campbell has several times thought of something of the kind, and gladly accepts Mr. Heeley's practical proposal. The Lieutenant-Governor utterly repudiates and repels the doctrine sometimes set up, that the jail officer has nothing to do with previous character, and is only to look to good or bad conduct in jail. There is far too great proneness to that view in jail management. In reality, as the Lieutenant-Governor has more than once pointed out, the greatest villains, the leaders of gangs of forgers or dacoits or any other form of crime, are frequently or generally the cleverest prisoners: they most readily understand their position, and often behave the best, tell the most plausible stories of their virtuous career and unjust condemnation, and make themselves most generally useful. The jail officers, who are either taken in by such men, or who simply utilize them on the principle of looking to jail conduct alone, have the excuse that they generally have little means of learning a man's history and antecedents. In accordance with Mr. Heeley's suggestion, Magistrates will be desired in all cases to attach to a prisoner's warrant when he is sent to jail, a short description showing as far as possible the general character and history or occupation of the man, and the circumstances under which he is imprisoned.

"The Lieutenant-Governor feels strongly, as it is now he believes generally felt in England,

Remissions and rewards.

that remissions of sentence and tickets-of-leave must not be given too freely on mere jail grounds, otherwise judicial objects are apt to be defeated. It does not do that a Judge should sentence for seven years, thinking that his sentence means seven years, when really the executive jail authorities reduce it to four. It seems a better system which is, Mr. Campbell thinks, now adopted in England, that the Judge should sentence to so many years' imprisonment certain, and

that there should be a further term on ticket-of-leave and under surveillance to which the prisoner should be entitled, but commutable to imprisonment if he misconducts himself. The Lieutenant-Governor has therefore reduced remissions within very narrow limits, as shown by the Inspector-General. The intermediate imprisonment to which a stop has been put, was not really anything to which that term is ordinarily applied. The Lieutenant-Governor's own view is that, whether out by day and in by night, or *vice versa*, a system under which prisoners are constantly passing in and out of jail leads to much abuse, and should not be permitted.

“It has always seemed to His Honor that diffuseness of forms is more frequently due to want of care and skill in compressing them, than to the demand for an excessive amount of information. It is much easier to draw out a dozen forms giving little information than one form giving a great deal of information in small compass. With adequate skill what is really wanted may be put into very moderate compass. As regards the social and other statistics which it has been sought to obtain from our jails, the Lieutenant-Governor is unwilling to give up so much of them as is really useful and can be intelligently given, in order to effect a very small saving. The “rigid financial pressure” is not now so severe as to necessitate our giving up anything really wanted. All or most that Dr. Mouat proposed may still be given, if it is borne in mind that, for purposes of social statistics, we only take a certain number of prisoners as a specimen of the population, and that it is enough if we take the main body, who are easily included in such returns. It is not indispensable to have accurate social statistics for every prisoner as it is to have accounts of all expenditure. By compressing returns, and confining ourselves judiciously to the main facts, we may both retain the statistics and avoid undue expenditure.”

It has been before mentioned that the vital statistics hitherto obtained are not reliable, and that attempts are now being made to obtain more correct returns in future from selected areas. So evidently impossible are the present returns, that it has not been thought desirable to give them in the chapter on vital statistics and medical relief, but some few figures for Calcutta and for some special bodies of

Jail statistics.

Statistics of mortality.

men are given, showing rates of mortality, as follow, during the past year:—

Population of Calcutta	...	...	23	per thousand.
Police of Calcutta	...	...	13	„ „
Police of Bengal Provinces	...	...	19	„ „
Average Jail population	...	...	40½	„ „

Full details regarding the various public institutions for the relief of disease and the working of the whole system of medical relief will be found in the proper chapter. The subject has had constant attention throughout the year.

There is no branch of the administration more important in Bengal than that connected with state medicine.

Medical relief.

We are unfortunately much hampered by the want of anything to guide us in the way of statistics of mortality, of health, and of disease. We are unable even to say what is or is not a normal death-rate. But we see year by year prevailing around us in one part of the country or another, cholera, the causes of which we cannot trace; small-pox, the ravages of which we believe that it is possible for human skill to check; and fevers following a mysterious course which we are as yet wholly unable to explain. These may be said to be the three diseases to cope with which the Government from time to time is called on to make special efforts by medical means; for the still more fatal and widespread scourge, dysentery, can probably only be alleviated by legislative and engineering measures calculated to bring about a supply of good water. There are still vast tracts of country in which European drugs and treatment are, if not now altogether unknown, yet looked upon with doubt and suspicion. The opportunities of overcoming this ignorance by the establishment of charitable dispensaries, and by the despatch of special aid on the occurrence of epidemics, the Government has never been slow to seize; and fortunately there is no branch of English education which has been more successful in Bengal, or led to more solid

Medical education.

and lasting results, than the medical training of sub-assistant surgeons and native doctors. The Calcutta Medical College is one of the largest and most successful institutions in the world, and no opportunity has been lost to further the objects for which it is designed. We have now spreading all over the country slowly, but surely, a class of indigenous practitioners, who will combine European

training with knowledge of native languages and habits, and to whom we may look in time to relieve us of part at least of the very heavy burden now thrown upon the State.

The nature of the action taken by Government for the relief of the fever in Burdwan has been noticed in an earlier part of this report. Besides this, special aid was afforded in many parts of the country on account of sudden outbreaks of disease which it is unnecessary here to specify.

The way in which medical relief is ordinarily given by Government is by means of the Calcutta hospitals and dispensaries. hospitals and dispensaries, which it either entirely supports or aids. In Calcutta the public hospitals are very large and important. The Medical College Hospital receives both Natives and Europeans into its wards, and forms an admirable school for teaching the students of the adjoining college the practical part of their profession. Attached to it are lying-in wards, an eye infirmary, and a dental dispensary; so that these special branches of surgical art are taught clinically, as well as the ordinary practice of medicine and surgery. Four thousand four hundred in-patients and forty-three thousand four hundred out-patients received relief during the past year. Much discussion has taken place regarding the hospital building, which, though an imposing looking edifice, is condemned by modern sanitarians; and there has no doubt been great mortality among surgical cases. The cost of a new building on a new site is estimated at £150,000; and, anxious as the local Government is to meet the demands of the institution, it was impossible for it to promise so large a sum. Arrangements were made by which £60,000 would have been available for extensive improvements, but this offer was declined by the college authorities. It is hoped that improved drainage will render unobjectionable a site which is apparently good and extremely convenient, and that professional scruples may be overcome so far as to accept improved buildings on the present site.

In the General Hospital Europeans only are treated, and the average daily sick inmates of the hospital during last year was 161 persons. This institution is a very great blessing to the large sea-faring population. The Pauper Hospital is supported by the municipality, and to it all the well nigh hopeless cases picked up in the streets or discovered in the slums of Calcutta are conveyed. Its

admissions were 4,520, and its death-rate 272 per thousand. The Native Hospital of Calcutta and its several branches are administered by a mixed Board of European and Native governors, and do an immense amount of good among the poorer classes of the town: 1,441 in-patients and 157,738 out-door applicants received relief during the year.

Besides these great hospitals there are several smaller institutions, which need not here be specified; all of them as a rule well managed and useful, and which taken together make Calcutta as well provided with hospital accommodation and charitable medical relief as most of the leading cities in Europe. No fewer than 234,410 patients were relieved by these charities during 1871-72.

The great feature of the year has been the continued decrease of cholera in the city, owing, in some degree it is hoped, to the new water-supply and improved drainage.

Throughout Bengal 160 charitable dispensaries were open, affording aid to 17,892 in-patients and 405,528 out-patients during the year. Of a total income of Rs. 3,01,874 (excluding balances), Government contributed Rs. 1,34,955, European subscriptions bringing in Rs. 42,441, and Native subscriptions Rs. 64,681. Town funds gave Rs. 12,573. So much aid has not been received from the richer Natives and the Municipalities as may be hoped for when the system is thoroughly arranged and the Municipalities are in full working order. The Lieutenant-Governor has now introduced a set of rules under which dispensaries will be classed according to their constitution, objects, and income. Those institutions which Municipalities, wealthy zemindars and others set up at their own expense, may, if they chose, be entirely removed from Government interference; but if Government inspection is allowed, they will receive certain collateral advantages. In other institutions Government will give aid graduated according to the need, and amounting ordinarily to half the salary of the medical officer, and to grants of European medicines either at cost price or free of cost, as the case may be.

The Government undertakes the provision of Lunatic Asylums, to receive all those suffering from mental diseases who are not otherwise cared for.

The total amount of lunacy in Bengal we are as yet unable to estimate, but the rapid growth of the Asylum

population has caused the Government much anxiety. The average has risen from 607 in 1866 to 830 in 1871, and is still increasing. The increasing number of criminal lunatics, a dangerous class, and never more dangerous than when really sane, has been very noticeable. Measures for extending the accommodation available for lunatics are now being urgently pushed on.

For the extension of vaccination special establishments are maintained at Government expense, not only in Calcutta but in four circles of districts under special superintendence. Outside these circles vaccinators are entertained either in connection with dispensaries, or under the orders of the civil surgeons, at the expense sometimes of Government and sometimes of local or Municipal Funds. The vaccine work done by all these agencies has been very large, rising to 375,281 operations in the year just past; but looking to the vast population of Bengal, it is but little to what is required for efficient protection from small-pox. It is only within the last year, as the results of the census began to be known, that this conclusion forced itself very prominently upon those concerned. In former years, inoculation—the native mode of protection—was prohibited over large tracts of country and in some towns before an adequate vaccinating agency had been provided in its place. In the past year this prohibition was extended to the districts around Calcutta, in which the vaccination establishments had made more progress than anywhere else. The Lieutenant-Governor has had considerable misgivings on the subject, but the only course now is to push on actively the vaccination arrangements necessary to fill the void completely. The matter is having now close attention given to it, and an endeavour is being made to estimate the actual state of things in order to the determination of the steps which it is incumbent upon Government to take.

The Marine Department is one which engages a large share of time and attention in the government of Bengal. We certainly have not a large fleet, but we have a most important port and river, an extended coast and some minor ports, a considerable river flotilla, and a pilot and other services, which require much management and involve many inquiries and trials. There are also river and coast surveys and a considerable dockyard. The marine management

requires the making of rules for the port and river, and attention to a multitude of regulations, Indian and British, and involves many dealings with merchants, sailors, and marine persons. The Calcutta river is probably surpassed by no port in the world in regard to the number of very large and valuable ships which resort to it, and though it is not a bad harbour, it is one which requires much care and regulation. The tides run very strong in it, and the coming and going of vessels requires great method. The great increase in the number of steamers and other changes have lately made necessary a complete revision of the rules. As the Lieutenant-Governor is never a nautical person, and has generally had no marine experience beyond voyages in passenger steamers, it is most necessary, as has been stated in communications to the Government of India, that the professional head of the Marine Department should be in a position and of qualifications to superintend effectually a large department, and to give advice on marine trials and other important matters on which full reliance may be placed. The Lieutenant-Governor has been in some respects much relieved by the Commissioners of the Port Trust, but even from them many references to the Government for sanction of undertakings, rules, and expenditure, are necessary.

The Government river steamers are now only used for Government purposes, the ordinary traffic on the Berham-pooter and lower Ganges being left to private steamers. The Government flotilla has, however, been extremely useful in connection with the Lushai expedition and for other purposes. So much of Bengal is a water kingdom, and the Lieutenant-Governor is so much tied down to Calcutta in the cold season, that most of the long tours are made by water principally in the rainy season.

The river flotilla.

The Port Trust Commissioners, under recent enactments of the Bengal Council, have now taken charge of the "port proper" of Calcutta, leaving the river Hooghly outside the port to be managed directly by the Marine Department of Government. The governing body of the Port Trust consists of twelve members appointed by Government, most of whom are connected with the trade of the port. Among them are Mr. Schalch, senior member of the Board of Revenue, who very efficiently presides, the Chief Engineer, the Collector of Customs, and the Chairman of the Calcutta Municipality, as

The Port Trust.

well as several merchants. The Port Trust began its existence with a debt of £230,000, being the value of the plant already supplied by the Government. On this they are to pay interest, a reserve of £30,000 being also accumulated and kept up to make good losses. For new works they have borrowed from Government another £100,000, which is to be repaid within thirty years, and they are about to receive further loans for the same purpose. Since the Commissioners assumed charge of the port in April 1871, the receipts of the port have very much more than balanced its expenditure. They have constructed along the river front additional jetties and warehouses and landing-places at a cost of from £60,000 to £70,000, and have paid for these works and appliances partly from loans and partly from current revenue. One result of their work has been that a large vessel can now unload in half the number of days that it required in 1869, and in another year there will be the same facilities for loading also. Meanwhile, there is a prospect of the port dues being before long reduced, and all port affairs working more smoothly and more satisfactorily to the public and to Government than was ever the case before. There can be no doubt that the present Port Trust is a great success. The plan is due to the late Lieutenant-Governor, Sir W. Grey, who originated it, and its present fruition is in fact a triumph of his administration.

Still there is much connected with the port for which the Government must be responsible. Within the last few months two large vessels have been lost almost within sight of the Lieutenant-Governor's residence, under circumstances which have not yet admitted of the blame being fixed on any one, and which seem to make the avoidance of such accidents a matter of good rules well carried out rather than of individual skill. The Lieutenant-Governor certainly feels anxious about the effect of the somewhat complicated rules which he is bound to lay down. With the assistance of the Marine Department, of the Port Commissioners, and of the Chamber of Commerce, whose ready aid he has constantly received, he must do the best he can.

During the year Admiral Sir W. R. Mends, K.C.B., inspected the Bengal Marine establishments and vessels and submitted a report thereon to Government. The report has been considered by this Government, and is now before the Government of India, but it has not yet been made public. Admiral Mends

Inspection by Admiral Mends.

commended the dockyard establishments and their work, recommended an early reduction of the number of Hooghly pilots and the substitution of small steam vessels for the heavy and unsuitable vessels now used for river survey and river work, and made proposals for the supply of vessels suitable for the various services. Meantime, the only seaworthy steamer available has been sent to the Andamans to be permanently stationed there, and there is not now a single Government steamer in Calcutta fit to go to sea in even moderately rough weather. On a recent occasion, after a gale, it was necessary to hire private steamers to communicate with the pilot stations and houses of refuge and to scout for the light-vessels which were missing. Nothing has yet been done to provide a sea-going steamer for the use of the Viceroy, the local Government, and the port of Calcutta. The urgent need for such a vessel has been brought prominently to the notice of the Government of India, and a steamer on an American pattern was recommended. Statements in the Appendix show the vessels constituting the Bengal Marine and their cost in the past year, and the Marine chapter gives details of the management.

In last year's report it was mentioned that Port Canning, at the mouth of the Mutlah river, which was to have been an auxiliary port of the Calcutta trade, had failed to attract any shipping and would be closed. The port was accordingly closed during the year 1871-72, and the Government establishments were withdrawn. During the two previous years only two vessels had visited the port, and they had been driven there unwillingly by stress of weather, while its maintenance as a port cost Government some thousands of pounds a year. Since the port was closed, there has been no complaint from Calcutta or foreign merchants of any inconvenience or loss from what has been done; the only people who have anything to urge in the matter are the Port Canning Company, who own considerable properties in the now almost deserted town of Canning, and have lands in the neighbourhood.

The ordinary public works are under a separate management from the railways and irrigation works, which are special departments.

In the Department of Public Works the Lieutenant-Governor has thought it right to exercise caution, and he

has not engaged to a very great extent in very large new undertakings. This Government has nevertheless completed the great pile of the new High Court and undertaken a new Presidency College on a large scale, while the Imperial Museum and University Hall are being carried on from funds supplied by the Government of India. A new system of roads to open up the important and healthy districts of the Chota Nagpore Commissionership and connect them with the East Indian Railway, has been undertaken and actively pressed on. A large amount of work has been done towards completing the new Central Jails, and a fair proportion of funds has been devoted to new court-houses and other buildings in the interior. The repair of roads and buildings has been adequately provided for; and altogether the Chief Engineer fairly says that the progress of the year will bear favourable comparison with that of preceding years, while at the same time a large saving was effected in the allotment.

For local district works the assignments made to the districts were as large or larger than in preceding years. It appears that the whole of the money given has not been spent by the local authorities, the assignment being about $12\frac{1}{2}$ lakhs of rupees and the expenditure reported by the Accountant-General at the end of the year scarcely 10 lakhs, but it is explained that a good deal of the balance was owing for work already done.

Much attention has been given to the localization of establishments and consequent arrangements, to which allusion has already been made. The Lieutenant-Governor has also taken much pains to arrange the various works in so methodical a manner, that the operations of the department may be much better understood, watched, and controlled, than when everything followed the groove into which circumstances had thrown it. It was difficult to recognize different parts of one line of road called by different names, and to understand why one was paid from one source and one from another. The main lines of roads and canals have been ranged and classified in regular order, and the various buildings and other works have been grouped according to known local divisions. Particulars of the roads and canals maintained as provincial, and other details of the work and the expenditure, will be found in the proper chapter in the Appendix.

The Lieutenant-Governor has been much relieved of anxiety by the thorough and able superintendence over the

department of Mr. Leonard, C.E., a distinguished and most efficient officer, on whom he felt that he could place the greatest reliance. None of our large buildings have fallen down, and though there are serious-looking cracks in some of them, Mr. Leonard assures the Lieutenant-Governor with the utmost confidence that this happens in almost all Calcutta buildings owing to the nature of the foundations, and that he has not the least serious anxiety about the buildings in which the cracks have been observed.

Although the elements of which the Public Works Department is composed are very various and unequal, and the Lieutenant-Governor does not think that it can be wholly efficient till the system is better organized, he has on the whole been well satisfied with the officers of the department employed in Bengal, among whom are many able and excellent engineers, both Civil and Military.

The Public Works chapter shows for the last time military works as carried on by this Government. At the end of the year under review these works were transferred to a new central department under the Government of India. As regards the position of this Government, the Lieutenant-Governor can take no objection whatever to a measure by which it is relieved of a burden and suffers no inconvenience; but he would venture to express the opinion that the want of the Department of Public Works is not increased centralization, but the contrary. The superior and responsible officers of the department are nominated, not by the local Government, but by the Government of India; and in this and other matters the Public Works Department of that Government has always exercised a degree of centralized control which is known to no other department, which has been the subject of much reclamation, and which the Lieutenant-Governor thinks has not led to efficiency.

Another centralization has been effected in the same department of the Government of India during the past year in regard to railways, which is, the Lieutenant-Governor thinks, attended with more inconvenience. The management of the State Railways and supervision of the Guaranteed Railways has been wholly taken from the local Government and vested in the Public Works Department of the Government of India. As regards the East Indian Railway, it is certainly the case that it extends far beyond the limits of this Government; and it has always kept up so much traditional

impatience of Government control, that perhaps its relations to the local Government will be found to be easier and more harmonious now that it is an independent power so far as this Government is concerned. But it does seem to the Lieutenant-Governor to be regretted that the purely local railways, the Eastern Bengal Railway and the two smaller State Railways, should be removed from all connection with the local Government and placed under a distant authority already so burdened with so many subjects involving difficulty and anxiety.

The Eastern Bengal Railway has always been on the most friendly and intimate terms with the Bengal Government, and its most energetic manager, Mr. Prestage, has so successfully adapted his arrangements to the wants and tastes of the public as to have drawn to his line a surprising amount of traffic, in the face of much competition from water routes and in spite of great discouragements. If the line had not unfortunately been broken through, and the traffic interrupted by the floods of 1871, it would probably have been ere this quite the most paying line in India. The damages have been repaired by Mr. Prestage and his staff with wonderful energy and skill, and the traffic was restored in a way that the Lieutenant-Governor could scarcely have deemed possible when he saw the line at its worst. The railway has the fairest promise of success.

The South-Eastern or Port Canning State Railway was made in anticipation of a town and port which never came into existence, and Port Canning having been now abandoned, the railway can hardly be anything but a burden. The first few miles out of Calcutta serve some local traffic, but beyond this there is no traffic but firewood and grass from the Soonderbun jungles, by which the line is said in a way to pay its working expenses as they are now calculated; but as this traffic is in direct competition with the Government canal in the same direction, it can hardly be said to be a great gain.

The very light 4-feet gauge Nulhattee line, connecting a place near Moorshedabad with the East Indian Railway, has now been taken over from the Oude Railway Company by the Government of India. Though originally almost too light in its construction, it has been maintained in a wonderful way, and was lately reported, after official inspection, to be in decidedly better condition than it was some years ago. It seems to the Lieutenant-Governor, who has repeatedly

travelled over it, a most successful example of the working of a light cheap line, and he is anxious to see it imitated with such improvements as experience has suggested.

The East Indian Railway is a magnificent undertaking, doing a very large business, and earning a very large revenue. The authorities of this line are said not to cultivate relations with the local officers and adapt themselves to the tastes and manners of the public so much as might be desirable for their own interests. There was a great falling off in the traffic in 1871, and committees were appointed, both in Bengal and the North-Western Provinces, to inquire into the causes. Much was due to the peculiar state of trade, but the committees also attributed a good deal of the evil to a raising of the rates at an inopportune time, and to some details in respect of which the customers of the railway thought they had grounds of complaint. The subject still engages attention.

Colonel Taylor, R.E., the Consulting Engineer to the Government of India, has supplied most of the materials for the chapter on railways, which will be found in the appendix. Some of the figures given seemed to show discrepancies, and have been omitted, but those which have been retained exhibit some very interesting details of the progress of the lines and the character of the traffic. It may be said that the East Indian, Eastern Bengal, and Nulhattee Railways, now very nearly pay, and that in this part of India the railway system is an assured success.

Preliminary surveys have been made for a line from a point on the Ganges opposite to one of the principal stations of the Eastern Bengal line through the rich and populous districts of North Bengal, several of which have a population exceeding 600 per square mile, and which produce enormous quantities of jute, rice, tobacco, sugar, silk, and other staples. The line would open up a country of great commercial importance now sealed up for eight months of the year, and most inaccessible to the officers of Government and other travellers at all seasons. It would run up to the foot of the Himalayas and terminate among the tea gardens of the Terai under the hill stations of Darjeeling and Kurseong. The report of the Engineers is very favourable to the construction of a cheap line, and the whole question has been submitted with a report by this Government to the Government of India and Secretary of State. Particulars of this subject also are given in the railway chapter.

The Department of Irrigation is one in which most of the local Governments stand in a peculiar position, being rather the agents of the Government of India to carry out designs which have not been of their own proposing than themselves the authors of the policy followed. Unquestionably to the Government of India belongs the merit or the blame of the great irrigation policy now pursued. The present Lieutenant-Governor has not recommended any new undertakings. He has thought of, and looked at, the abandoned Damoodah project, in connection with the Burdwan fever, and the drainage and water-supply of that part of the country; but seeing how often canals have bred fevers, he has not thought that he could with confidence propose a canal to cure fever till at least the levels are thoroughly taken and the whole subject investigated. In truth it is one surrounded with great difficulties, and the question is still under consideration. The Lieutenant-Governor has looked at, but has not felt prepared to take up the great project for damming the main stream of the Ganges and bringing its water down to Calcutta. The strong opinions expressed against the scheme for irrigation from the Gunduck in North Behar have induced him to let that project rest. He has, however, carried on to the very best of his ability, and with the very able assistance of Colonel Haig, the head of the department, has paid much attention to the two great irrigation undertakings which he found in progress—that known as the Orissa irrigation scheme and the Soane scheme. If he has in some degree sought to limit the present carrying on to the fullest extent of these schemes, it is because he has hoped more effectually to carry out what has been undertaken with better hopes of a paying result.

The Orissa undertaking now consists in practice of two parts; the larger part being that designed for the irrigation of the delta of the Mahanuddee and Brahminee in the Cuttack and Pooree districts of Orissa, the smaller being in the Midnapore district for the irrigation of a portion of that district, which it also connects for purposes of navigation with the tidal waters of the Hooghly, and so with Calcutta. It was originally proposed to unite these two canal works by a long high-level canal, through the length of the narrow district of Balasore (lying between the hills and the sea) and South Midnapore, irrigating those districts and establishing an inland navigation between Orissa

The Irrigation Department.

The Orissa canals.

and Calcutta. There is, however, good communication by sea between Calcutta and several of the Orissa ports, and it has been latterly found that the Ooriahs, hitherto supposed to be the most bigoted of Hindus, have taken most freely to that route under the persuasive influence of an enterprising sea-captain from the Clyde, who does not know a word of the language, but has put a steamer on and induced them to go by it. There is little bulky goods traffic between Calcutta and Orissa, the principal export of which is rice, an article also exported from Calcutta. Seeing then that the navigation was not much required, and that for irrigation purposes the long stretch between Midnapore and the Cuttack border was the most expensive and the least remunerative, this Government recommended to the Government of India to let that part stand over and rather to spend money on completing the irrigation of Cuttack and doing what can be done for the Pooree district, which has suffered sometimes from flood and sometimes from drought more than any other. The Government of India has accepted this recommendation, and the works are being pushed on as explained in the chapter on irrigation. It is hoped in connection with the irrigation works gradually to make an impression on the much vexed question of embarking the Orissa rivers, the canals being utilised to protect from flood as well as to supply water in times of drought.

The Soane irrigation works in South Behar are not so far advanced as those in Orissa, having been much more recently

The Soane canals.

commenced. The head works have, however, been very actively carried on, and a commencement has been made of some of the canals. It will be some time before water is supplied for irrigation. Here also the Lieutenant-Governor has recommended caution. The project is a very large one, already estimated to cost nearly 4 millions sterling. Seeing that the rainfall of the rainy season is much larger than that of the North-Western Provinces and Punjab (averaging about 35 to 40 inches at that season and 40 to 50 in the whole year), and that the supply of water in the Soane in the cold weather and spring is much less than that of the Himalayan rivers, he thought it would be better to limit the operations in the first instance to so much country as the cold weather supply of the river could fairly be expected to reach, and with that view he has obtained the sanction of the Government of India to limit the present works to the main

distributaries nearest to the head dam on either side. No sufficiently continuous observations of the dry-season discharge of the river had been taken before the commencement of the works, but further observations have latterly been taken, and the subject will not be lost sight of.

A full and careful account of the whole subject of the irrigation operations will be found in the irrigation chapter.

The control of the Department.

So far as the works go, the Lieutenant-Governor has felt himself safe in the hands of Colonel Haig, an officer whose skill and public spirit and moderation cannot be surpassed. As regards revenue, he has had much anxiety, resulting both from the circumstances which have occurred during the past year, and from the system under which, both in the Government of India and under the local Government, the revenue management is wholly in the hands of the Public Works Department. The head of the Government personally was the only check upon professional zeal or professional want of knowledge of revenue or land affairs, having no assistance from the Board of Revenue or other superior officers of the Civil Department, who were debarred from interference. If these undertakings were managed on purely commercial principles, it might be proper that the agents of the concern should manage its revenue; but in the case of Government canals the canal officers are vested with very large powers, far beyond those of any private agents, and become to a great extent judges in their own cases. With all the burden of this great administration upon him, it would have been quite impossible for the Lieutenant-Governor to attend properly to the subject in the difficulties in which it has been involved, if he had not been so very fortunate as to find in Colonel Haig a man of so fair and impartial a disposition, and so capable of mastering much that was new to him, that instead of its being necessary to check and control him, the Lieutenant-Governor has derived the greatest possible assistance from him in devising a revenue system as satisfactory as can be expected under the circumstances.

The failure of the hopes of revenue from the Orissa works after several years' trial and a great expectation is so fully explained in the irrigation chapter, that it need not be dwelt on at great length here. The rainfall in Orissa averages about 55 to 60 inches, and it cannot possibly be expected that the people should be willing to pay such high rates for water as in countries where the rainfall

is one-half or one-fourth the quantity. This too is not all; high rates are gladly paid for water supplied at a season when there is little rain; the deltas of the southern

Irrigation revenue.

rivers of Madras receive a full supply from the Western Ghâts at a time when there is little monsoon on the Madras coast, and the North-Western Provinces and Punjab canals derive their chief revenue from the irrigation of the cold weather and spring crops when there is little rain. On the other hand, the Orissa rivers have an extremely scanty flow of water at that season, and we must chiefly depend on the irrigation of the rice and other rainy season crops for a revenue from the canals. It is principally at the end of the season in October, when rain may or may not fall while the rivers still hold a considerable flow of water, that the benefit is felt. Probably it may turn out that a uniform supply of water, well managed by a skilful system, will give better crops than an irregular, though heavy, rain supply; but at present the people look on a water-rate merely as a sort of insurance against a possible failure of the rains, especially a failure at the end of the season; and they are very unwilling to agree to pay heavy rates till at least the failure is actually on them. If the year is a good or ordinary one, and there is no special failure of the rains, they think they can do very well without irrigation.

The Orissa Irrigation Company, when they first commenced to offer a supply of water five or six years ago, wished to charge a rate of Rs. 5 per acre, which was under the circumstances preposterously high, and no one would look at the water on those terms. They were obliged to reduce the rate, but even at half the rate first demanded they got very few customers. When the Government took over the unpaying concern, they were not much more successful, and it was necessary further to reduce the rate till it came to one rupee per acre. In fact there has been going on for some years past what has been described as a sort of Dutch auction—the seller coming lower and lower, and the buyer still holding out. Since the Government took the concern, the revenue branch has been managed in the Public Works Department, but a young officer of the Civil Service, of very limited experience, was put in charge of the revenue collections. He was made wholly independent of Collector, Commissioner, Board, and all other revenue authorities; was himself vested with powers of a Collector and a Magistrate in

addition to those of Canal Superintendent, and was responsible to no one except the Chief Engineer as head of the Irrigation Department of Government, under whose immediate orders he acted. He was guided by rules drawn up in the Public Works Department, which were avowedly designed for a voluntary system, but which contained a clause directing that a full water-rate was to be levied from every acre to which water was supplied "*in any manner or by any means.*" Put in a position of complete independence of the local authorities, this young officer became more zealous in the department than the departmental officers themselves, and he seems to have construed the sentence quoted as enabling him to attempt what has been described as a system nominally voluntary but really compulsory under a very bad form. In 1870 water had been offered at one rupee per acre, provided application was made in time, but still the people held out. In the course of the season, however, a break in the rains occurred, and a demand for water was said to have sprung up. Thenceforward the reports became most triumphant, and the canal revenue for the year was put down in anticipation at £20,700. These prosperous figures were communicated by the Public Works Department of Bengal to the Public Works Department of India, by whom they were published, as showing the successful progress of the canal system, and affording ample encouragement for the future of such undertakings. The success was also reported to the Secretary of State, by whom it was accepted as showing that the tide had turned, and that we might now with more confidence prosecute such great undertakings.

This was the state of things when the present Lieutenant-Governor assumed the government, and seeing that the existing management was apparently so successful, while he had many other things to master, he thought it best to let well alone; so for some months no change was made. But later in the year 1871 the Controller of Accounts reported that there was a strange discrepancy between the estimated income and the actual result. The Superintendent puts forward pleas of unexpected delay in collection, &c., and the thing went on for some time longer. But still the money did not come in. The Chief Engineer became anxious; complaints and petitions, alleging oppression and unjust demands, came up from Orissa, and finally on inquiry it turned out that the alleged success was really a delusion. The Superintendent had taken advantage of the

partial demand when the rains held off to open his sluices and let the water run wild over the country, without question whether people wanted it or not, and without any agreements to pay for it. Under the rule above quoted, he thought himself entitled to demand water-rates from every acre which the water might thus have reached 'in any manner or by any means.' Rain fell subsequently, making it impossible to distinguish what was watered by canal water and what by rain water, and enabled the cultivators to repudiate the canal water and deny that they had received any benefit from it. The estimated revenue was based upon the rudest and most unsupported estimates, by the canal subordinates, of the land which the canal water was supposed to have reached; and high penal rates, prescribed for those who did not apply in time, were assessed on the involuntary recipients. After the crops were off the ground, and all evidence was lost, it was attempted by the Superintendent to work out this assessment in detail; but the result was only to create an acrimonious contention between the Irrigation Department and the people. It was quite impossible to ascertain what land had received canal water, or to enforce demands for which there was no evidence and no agreements. With all his powers the Superintendent was unable to get the money, and at the end of the financial year 1870-71 he had collected Rs. 59, or less than £6, for the irrigation of 1870 from the main Orissa canal, from which most of his revenue was expected. A full year passed after the irrigation season before the Superintendent was removed, so that his system was fairly tried out.

The Lieutenant-Governor has felt himself bound to do all that he can to collect all the revenue that could in any equity be demanded, but the result has been very small. After all that has passed, he feels the responsibility of stating that the expected success of 1870 was a delusion, and that he has entirely failed to realize it. But there can be no doubt of the fact that there was no success of the irrigation system as a voluntary one. So far from being a success, the result has been to throw us back further than ever; for the people, shrewd enough in the matter, and suspicious of the department, are very much inclined to think that they have the insurance already when the water is there, and that if they are threatened with famine, Government will, and must give it to them, so that they may very safely wait.

It was necessary to begin again from the beginning, to try to establish a stable system, to put the revenue arrange-

Revised revenue system.

ments on a regular footing, and to regain the confidence of the people. The subject has been to the Lieutenant-Governor and Colonel Haig one of much care and labour, and has involved much inquiry and discussion. At that time the Government of India greatly inclined to the system of making the payment for irrigation compulsory; and if there ever could be a case in which a light compulsory rate by way of insurance (like a rate to keep up a fire-engine) might be accepted as the means of cutting the knot of a tangled skein of difficulties, it was this case of Orissa. The Commissioner of Orissa was in favour of a compulsory rate, the Collector of Cuttack against it, thinking that a voluntary system had not yet had a fair trial. A compulsory insurance rate might be possible if we could be sure of its being kept down, but in the hands of a special department bent on showing a large canal revenue, it would be most dangerous; and it is understood that it is no longer pressed by the Government of India. One thing was clear, viz. that we must do one thing or other,—either make the rate compulsory or let it be in good faith voluntary: it would never do to call it one thing and try to make it another, and to change the system and rates continually. Above all things, it was necessary to show the people that we mean what we say, and will stick to it. It has been determined to try fairly a system really voluntary. The rate has been fixed at one rupee per acre in Orissa, and one rupee and a half in Midnapore, and the Government has pledged itself that the rates shall not be changed for five years. Distributaries are made so as to give an independent supply to each village, and every man who wants water must sign an agreement to pay for it; new rules have been elaborated with much care, and under a new Superintendent, whose decisions are appealable to the Commissioner, a commencement of a new system has been made.

It must be avowed that under a voluntary system the progress of the revenue must be very gradual, and the day when the canals may be made to show a good revenue, or to pay a tolerable interest on the capital, is probably still distant. The irrigating season of 1871 passed before the new system was introduced, and the rains of 1872 have been particularly favourable to the crops in Orissa. Still there are not wanting signs that the people do appreciate the water

when given to them at a cheap rate, and many cultivators have voluntarily taken it, though on a very small scale as yet. In Orissa the water revenue has not yet nearly equalled the cost of collection. There is an encouraging receipt of about Rs. 17,000 from navigation, but the capital expended on the canals is so large that the receipts must be multiplied very many times before they can approach paying point. In Midnapore there has been more success, the water receipts of 1871-72 showing a net revenue of Rs. 18,000 after paying cost of collection in addition to Rs. 26,000 derived from navigation. But the most sanguine calculations will hardly give an eventual revenue of 5 per cent. on the capital of the Midnapore canals, even if irrigation be developed to its utmost point.

On the whole we must be satisfied that much is being done to protect the irrigated tracts from famine, and that sooner or later some return on the capital expenditure may perhaps be attained; but we must be patient, and not expect the canals to pay for some time to come at any rate.

This Government has no department of trade and agriculture, and it has been explained that our statistics are still in a very backward state. The information that can be given regarding internal trade is very meagre, but the Customs Department supplies much information regarding the maritime trade. A chapter in the appendix gives the information available on the whole subject. Trade returns in the statistical series show import and export trade, and trade by the Suez Canal.

The maritime trade of Bengal is almost entirely centred in Calcutta; that of other ports is but a small fraction of the whole. The maritime business of the channels of the delta other than the Hooghly is insignificant. On the east of the Bay of Bengal the port of Chittagong is rising into considerable importance as a port for the export of rice, which in the past year approached a quarter million sterling in value. Several small ports on the Orissa coast also export a good deal of rice, principally to other parts of India and to the Maldives and Laccadive islands.

As regards the main staples of trade other than rice, we may for the most part confine our attention to Calcutta.

	£	£
The total maritime trade of Calcutta in 1871-72 was of the value of ...		52,468,116
Of which the exports were ...	31,743,961	
Imports ...	20,724,155	
Difference in favour of exports ...	11,019,806	
Of the imports ...	4,001,604	
And of the exports ...	221,563	
were bullion.		
Showing a net import of bullion of ...	3,780,041	
Excluding bullion, the imports were ...	31,522,363	
And the exports ...	16,722,550	
Excess of exports ...	14,799,813	

The forms in which the returns are made show in one statement all imports and exports from and to countries other than British India, whether dutiable or free, together with all dutiable goods, whether from British India or elsewhere; but practically the only article from other British Indian ports which comes under this category is a comparatively small quantity of salt, so that we may take the trade statements 1 and 2 to represent the trade of Bengal with countries beyond India, and statement 3, the trade of Calcutta with British Indian ports.

The bullion appears to have all come from other countries. Excluding bullion, the trade stands thus:—

	£
Foreign and salt ... { Exports ...	27,496,679
Imports ...	15,750,266
Excess exports ...	11,746,413
Interportal, excluding salt ... { Exports ...	4,025,684
Imports ...	972,284
Excess exports ...	3,053,400

The most valuable export is opium, which stands in the past year for £6,852,380; but as more than three-fourths of this sum goes to Government as revenue, opium does not

give directly to the producer nearly as much as some other staples.

By far the most important of Bengal commercial staples, both in value and in the employment to the shipping given by so bulky an article, is jute. Raw jute to the value of £4,113,943 was exported to countries beyond India, chiefly to Great Britain, besides £182,000 value of jute cloth and bags called gunny. Some raw jute, and a much larger quantity of jute cloth and bags, to the value of upwards of half a million sterling, go to Burmah and other British Indian ports, making the whole jute export of the value of nearly five millions sterling. This staple is entirely the produce of Bengal Proper, growing, it is believed, in no other part of the world; and it has been increasing very largely of late years, in correspondence with increased demand and large increase of price. The bulk of the jute comes from the north-eastern districts, but it is now extensively cultivated in the districts round Calcutta, as any traveller in the rainy season may observe. The extension of the cultivation, together with two bumper crops in succession, has led to the market being almost glutted, and to a considerable fall of price in the present year. Things will, however, no doubt right themselves.

The manufacture of gunny bags, &c., from jute is a very flourishing industry, and employs several thriving mills, which supply Burmah, America, and other places with bags; but to Europe the jute at present goes raw, and is there manufactured.

The next most valuable export is raw cotton, which was exported in 1871-72 to the quantity of 164,376,961lb and the value of upwards of four millions sterling, against half that quantity in the previous year. Of the whole cotton export, nearly two-thirds, or 101,988,703lb, went to Great Britain, and 38,043,557lb to France. Some cotton is also now going to China.

With the exception of a few of the frontier hill districts, these provinces grow far less cotton than they consume, and it may be said that the whole of the cotton thus shown as exported comes from a point above the trijunction of the Bombay, Calcutta, and North-Western Provinces lines of railways near Allahabad.

The circumstance, then, that this staple comes to Calcutta in large and increasing quantities, seems to point conclusively to the fact which is otherwise apparent, viz. that the railway has not yet enabled Bombay to take away Calcutta trade to any appreciable degree. From the point of junction the distance is to—

Bombay	840 miles.
Calcutta	560 „

difference in favour of Calcutta 280 „

In addition to this difference, it must be remembered that the gradients and consequent haulage are much heavier on the Bombay line, and coal is also much more expensive on that line. Practically the difference is probably equal to at least 400 miles of railway.

For the long sea route by the Cape this would give Calcutta an overwhelming advantage; but by the Suez route Bombay is ten days' steaming nearer to Europe than Calcutta, and it might have been supposed that freights thence would be very much cheaper. It is understood, however, that the difference in freight by the Suez Canal is not nearly so great as might have been expected, looking only to the distance. It is said that the greater certainty of a cargo in Calcutta, where there is a large variety of exports as compared to Bombay, which is almost exclusively a cotton port, gives an advantage to Calcutta in the eyes of ship-owners. Although the port of Calcutta is more difficult of access, it is a much more comfortable port when reached, and the appliances for landing, shipping, &c., are far better than in Bombay. On the whole, it seems probable that till there is a more direct connection between Bombay and Northern India, Bombay will not seriously injure the trade of Calcutta.

Of other exports, the most important are rice and indigo; each of which was exported in 1871-72 to the value of nearly 2½ millions sterling; and oil-seeds, exported to the value of upwards of 2 millions sterling (nearly 3 millions in the previous year). Hides and skins were exported to a value not much less than 2 millions; tea to the value of nearly a million and a half; lac to the value of about £280,000; saltpetre to the value of nearly £400,000; sugar to the value of £520,000, of which only £146,000 worth went to ports beyond India, and the rest to Bombay and other places in India.

Of tobacco comparatively little went abroad, but much to British Burmah.

Raw silks went to Europe to the value of upwards of a million sterling, and Bengal silk manufactures were exported to other parts of India to the value of about £220,000, but no silk manufactures went to Europe; on the contrary there was an import of European manufactured silks to the value of about £155,000. Scarcely any raw wool was exported, but woollen manufactures, principally Cashmere shawls, were exported to the value of about £120,000.

It thus appears that, for purposes of export, the once famous manufactures of Bengal have almost wholly disappeared.

With the exception of a few silk goods sent to other parts of India, the only considerable manufactured exports are jute bags, manufactured in mills of a European character under European management. But the natives show great aptitude for working in mills, and in this form Indian manufactures may be revived. The exports of Bengal, large as they are, may be said to be at present almost entirely raw produce.

With so great a population it seems surprising that there should still be so large an export of food grains; yet so it is. The maritime rice export to countries beyond India is to the value of nearly a million and a half, while rice to the value of about a million goes to Bombay and other Indian ports beyond Bengal limits. There is also a considerable rice export by river to the North-Western Provinces, and some export from Orissa by the Chilka Lake to the Madras districts. It is noticeable that some rice was exported to America in the past year. A good deal of rice also goes to Australia, and this trade is increasing.

An appreciable, though not large, quantity of wheat is exported from Calcutta to England.

Of imports by far the most important are cotton-goods to the value of between eleven and twelve millions sterling.

Metals were imported to the value of about a million and a quarter, and wines and liquors to the value of about £580,000. Railway materials and salt (exclusive of duty) were of the value of about three-quarters of a million each.

Of course by far the greater part of the trade was with Great Britain, but there is a good trade with France, and the trade with America and Australia is increasing

rapidly. America takes much of jute and hides, especially skins.

The opium makes China figure very largely in our trade returns.

On the whole, the export trade of the past year was prosperous, excepting oil-seeds, which fell off much. The import trade was slightly depressed as compared to the previous year.

The trade statements 4 and 5 are most interesting as showing the growth of the trade by way of the Suez Canal. The largest import by that route is, as might be expected, cotton goods. Indigo, tea, hides, cotton, jute, and raw silk, are all largely exported by the Canal.

Such small information regarding inland trade as can be given will be found in the trade chapter, and it will be seen that arrangements have been made to register the Ganges traffic, from which some interesting results may be expected at the end of the present year.

Of the mineral resources of Bengal, it may be said that coal only has been largely developed. Coal is well known to exist in very great quantities in Western Bengal and Chota Nagpore, and it is largely worked in the vicinity of the East Indian Railway. It is also found in abundance in Upper Assam and in the Khasi Hills, but has been very little worked in those parts.

Iron is at least as abundant as coal in the western districts, and is produced in moderate quantities in the native method. Copper is known and has been worked, but is not worked now.

In these days of dear iron, attention is naturally drawn to the fact that unlimited quantities of the richest iron-stone are found in the closest conjunction with coal in large tracts of our western districts, where lime is also plentiful; and if any where in India iron can be manufactured on a large scale in the European method, it must be here. The Lieutenant-Governor made many inquiries on the spot, and the subject is under consideration.

In the trade chapter are given some details of the tea cultivation and production, and of the experimental cultivation of Carolina rice, cinchona, and ipecacuanha. The last-mentioned experiment is still in its infancy; but much attention is being paid to the experiment, and it promises well.

The cinchona cultivation has already attained a point which promises success. The plantations were begun some nine or ten years ago in a long, narrow Himalayan valley. The best seedlings were planted out on the upper slopes, at a level of about 5,000 feet above the sea; the red bark, the yellow bark, and other known varieties of the cinchona, were all tried. As experience was gained, it was found that 5,000 feet was too high, and that the young trees flourished better at lower elevations. After more or less doubt and disappointment, the plantation began to thrive in 1867-68, and there are now about 2,000 acres of Government cinchona plantations in which the trees are from four to thirty feet high, according to their age. The tree flourishes best in the lower parts of the garden, where the elevation is about 2,000 to 3,000 or 4,000 feet above the sea. The varieties of cinchona which flourish best are the *C. succirubra* and *C. calisaya*, but there is yet little of the latter. Some of the bark sent to Europe for sale during the year fetched 1s. 3d. per lb all round. The Medical Department are now using a decoction of cinchona bark in their fever hospitals in Burdwan; they find it to be very useful as a tonic and alterative, but it does not possess the febrifugal powers of quinine and the cinchona alkaloids.

The same chapter gives the information which has been obtained regarding the prices of food and labour in different parts of this country, which, though yet imperfect, is not without interest; it also explains the scheme of model farms which are about to be undertaken.

The various questions connected with the land revenue and the administration of the great affairs involved in the land, are so important as to place the subject far above a mere revenue department; and in the plan of the Statistical Committee it was appropriately ranged in the very first order of subjects. On the present occasion, however, the intricacy and variety of the details caused some delay in the preparation of the chapter on land affairs headed "Fiscal," and as it was intended to place together in a later part of this report all the questions of local assessment and taxation which have had so much importance during the year, the

land revenue is here taken as the first of revenue subjects, which again are followed by provincial, finance, and local taxation.

Although it has been said that the Lieutenant-Governor has thought it right that the Government should exercise in the Department of Land Revenue the functions exercised by Government in other parts of India, he has at the same time felt that he could not with advantage meddle too much in details, and that he could with confidence leave these to Mr. Schalch, whose great knowledge and experience he has heartily acknowledged, and whose sound and moderate views have served to render fruitful his ability and devotion to the public service. In Mr. Schalch's hands this great department has been thoroughly well managed.

In last year's report a general review of the land revenue system was given, and it was stated that by far the greater portion of the land revenue was permanently settled. The revenue is realized without delay or difficulty. Although the Government revenue on land is fixed in so large a proportion of the cultivated country, still questions connected with, or cognate to, the land revenue administration have occupied much attention during the year under review. Not only do the very varying systems and tenures of outlying provinces and districts, and the scattered estates and petty settlements in the regular districts, require much attention, but also, revenue apart, the questions connected with the immense complication of rights and interests of many grades in the land of Bengal are of such a magnitude and importance, that a life might be devoted to their study. Many such questions press for solution, but they are too serious to be easily dealt with; and it will be enough to refer in this report to some of the more prominent matters on which action has been taken, leaving other questions for another report. It is also hoped that by another year we may be in possession of some better information on matters connected with the land as the result of the statistical and other inquiries and experiments, of which an active commencement has been made.

The whole of Bengal, Behar, and Orissa, has been surveyed by the professional revenue survey; but there is this

Surveys.

drawback to the work of the revenue survey in Bengal, that it has left behind it no permanent boundary marks of villages or properties, and its maps in no degree fulfil the object of cadastral survey maps, for they do not show the cultivated fields and holdings of ryots, and

therefore they cannot assist in the decision of disputes between landlords and tenants. The revenue and topographical surveys of Bengal, however, furnish good geographical material, and the Survey Department supplies maps for administrative purposes.

For many purposes detailed field surveys become necessary on many occasions, and the machinery available for such works is very defective. Measures for its improvement have much occupied, and still occupy, the Government. They will be more appropriately related when they are further advanced.

A very important discussion took place regarding the manner in which Government estates and temporarily-settled lands were brought under settlement or resettlement. The land revenue policy of Bengal for many years past had been to settle permanently the Government land revenue of any lands which had been fairly opened out and cultivated, and to sell off to the best advantage all such lands which had been brought into a prosperous condition. Settlements, whether temporary or permanent, had been sanctioned by the Board of Revenue and by Commissioners. It had been the practice to lease out to farmers the collection of revenue and the management of Government estates. In view of the loss which the public treasury had already suffered by the permanent fixation of the land revenue in the parts of the country which were backward at the end of the last century, the Lieutenant-Governor deemed it to be advisable not to extend the permanent settlement further without the fullest consideration. He therefore directed that no more permanent settlements should be made until further orders, and that all settlements of any kind should be reported for the final sanction of Government. Subsequently the Committee of the House of Commons, at the close of the session, recommended that permanent settlements should be suspended. Inquiries in the course of the year have since brought out cases wherein the rental of permanently-settled estates is now 10, 15, 60, and even 120 times the Government revenue as assessed at the permanent settlement, although the officers who made the settlement in 1793 intended at that time to reserve for Government ten-elevenths, and to leave for the zemindars one-eleventh of the rental of the country.

Full details of the various surveys and settlements, and of other important subjects in the land revenue department, will be found in the "fiscal" chapter in the appendix.

All modern settlements lead to a large increase of revenue, and this has been the case in the year under review.

Fiscal result of settlements.

In the course of the last fifteen years upwards of a quarter of a million sterling has been added to the annual land revenue. By a seven years' settlement just concluded the land revenue of the Bhutan Dooars has been more than doubled; in Palamow the revenue has been settled for twenty-five years at an advance of 60 per cent. on the Government demand fixed in 1859; the Midnapore resettlements recently undertaken are expected to yield an increase of one lakh on an existing revenue of $2\frac{1}{2}$ lakhs of rupees. The fiscal chapter gives the details of the remarkable results of the Assam settlement, whereby the revenue of a whole province was almost doubled within three or four years without difficulty or expense under a ryotwar system. The weak points in the Assam settlement are, that it is almost entirely an annual settlement from year to year; the ryots hold and till much less land than they might be expected to do; and though Assam possesses vast areas of virgin soil, the price of food rules higher than in any other part of Bengal, and the Assam districts do not produce food enough for their inhabitants. The indigenous population is scanty and peculiar, and there is a large imported population employed on tea estates. The whole question whether low rates would lead to increase of cultivation, is a difficult and doubtful one.

The Lieutenant-Governor has directed that when any Government estate comes under settlement, all rights should be

Government estates.

recorded; and when the proper Government revenue for the term of the settlement had been ascertained, the settlement should be made with residents on the land, with village headmen, with the ryots themselves through their representatives, and only in case there was no other alternative, with outsiders. But with whomsoever the settlement was made, the rights of the ryots to hold their lands subject to the payment of fair rents, were to be recorded, and an indulgent view taken of their position and claims to occupy the land. In many cases the estates had been reclaimed from the jungle, or the cultivation much extended by these men.

The whole question whether it was desirable to sell by auction lands called Government estates in which no zemindars existed, was the subject of inquiry and consideration. The purchasers of these estates were usually outsiders who had no previous connection with the land or its occupiers, and who bought the estates with the ryots on them as a speculation. Pending more full inquiry into the matter, the sale of Government estates has been stopped.

The revenue officers of Bengal are the managers of many great landed estates belonging to minors or other persons incompetent to manage their own affairs. Many such estates come into the hands of the Court of Wards overwhelmed with debt and otherwise much in confusion, and the charge of these properties is one of the heaviest duties of many of the Bengal district officers and Commissioners. It has been the legitimate pride of the Revenue Board, and of revenue officers generally, that no wards' estate has come into their hands without being improved in this respect; and that many an estate has been rescued from debt and insolvency while under the guardianship of Government revenue officers. The Government officers are able to do many things in the way of reducing establishments, getting rid of retainers and family followers, resuming lands held rent free, enhancing rents, and otherwise, which the proprietors themselves, restrained by the influence of those around them, and by other social considerations, could never have done; and the Government management is decidedly popular with the zemindars themselves, while many young proprietors have come into vast amounts of accumulated money. It appeared, however, to the Lieutenant-Governor that these great estates were managed too exclusively on what might be called commercial principles, and that the Government revenue officers, in their regard for the wards' immediate interests, did not pay sufficient regard to the interests and claims of the people on the estates. He desired that for the future the settlements of wards' estates should be made on the same principles as the settlement of Government estates; that the rights and position of all persons holding an interest in the land should be ascertained, recorded, and protected; and that the lands should, as far as possible, be settled with residents—with the ryots, or with their representatives. He especially directed that the pernicious system should not be continued whereby groups of villages with all the ryots were

made over for terms of five and seven years to be exploited by outsiders—mere highest bidders, who had no interest in the prosperity and well-being of the ryots, and who only sought to get as much out of them as possible.

The Lieutenant-Governor has sought to make these estates in many ways the models of what well-managed estates ought to be in the hands of country gentlemen fulfilling their duty to the people and to the country. The regulations do not entrust them to the Collector for the benefit of the proprietor, but for the security of the revenue; and it may reasonably be assumed that if the time and attention of the officers of Government are to be so largely given to these estates, the well-being of all classes connected with them, high and low, should be considered.

Among the ancient institutions of the aryan commune, District and village accountants. as it appears in India, was always found the village accountant, or putwaree as he is called on this side of India. The village putwarees were supervised by Government officials known as canoongoes. The existence of these useful public and communal officers had been recognised in the earliest regulations, and during the first half century of our rule in Bengal every effort was made to put them on a stable and satisfactory footing. In some parts of Bengal the village putwaree was a recognized village official, who regularly compiled and filed in the Government archives the village accounts; in others he held a less independent position. It has been already noticed that during the last thirty years these indigenous officers have been discouraged or abolished. The canoongoes have disappeared everywhere except in Orissa; and after the year 1837 the putwaree, where that name was retained, gradually sunk into the position of servant to the zemindar, instead of being accountant for the whole village community. In 1863 the revenue officers of Behar made an attempt to revive the importance of the putwarees and their office, but it was not until the Orissa famine of 1866 that any successful attempt was made to restore these local officers to their original position of village accountants and notaries. The Supreme Government has lately consented to the organization of the Orissa canoongoes at some increase of expense to the State, and the whole of Orissa is now parcelled out into canoongoe jurisdictions, while the putwarees are being regularly registered and recognised. In Behar, where the customs and practice of Hindustan are

perhaps stronger than in Bengal, the putwaree has retained more vitality as a village institution, and the policy of the last two years has done something to strengthen his position. On all lands which come under settlement, on all Government estates and wards' estates, efforts are being made to record the functions and emoluments of the putwarees, and to reconstitute them as recognised servants of the village communities. The Behar census was almost entirely taken by these men without extra payment. In more than one district of Bengal the census operations brought to light the general existence of the putwaree, though now in a very subservient position. For many reasons the Lieutenant-Governor is anxious to foster and improve all the indigenous agency available, and much inquiry has been made on the subject.

The valley of the Ganges is highly cultivated and wonderfully populous, but there is on every side of Bengal except the north-west a broad belt of country, chiefly upland, where population is sparse and cultivation scanty. On the west and south-west, the wastes of the highlands of Bengal belong to tributary chieftains or great zemindars holding in a service-tenure, and not to Government; but to the north, on the Himalayan slopes, in the terai or sub-montane tracts at the foot of the Himalayas, including the Bhutan Dooars, in the rich Assam valley, in Cachar, on the up-lands behind Chittagong, and in the Sunderbuns, the jungle tract between the Ganges delta and the Bay of Bengal, there are vast uncultivated wastes which belong to Government, so far as they are not to a small extent occupied by aboriginal tribes and scattered settlers. These wastes have in past years been leased, or sold, or granted to settlers, cultivators, tea planters, and speculators, under many different rules and under varying conditions.

Of all the purchasers or lessees of waste lands, the tea planters of Darjeeling, Assam, Cachar, and Chittagong, were the most important. Twenty years ago not a pound of Indian tea was despatched from Calcutta; during the last year 17 million pounds of Indian teas, valued at about a million and a quarter sterling; were exported from Calcutta alone. These teas are grown on lands leased from Government under old rules, or bought outright at an upset price of five shillings an acre under the waste land sale rules of 1862, which enabled the purchasers to defer payment for many years. The land was so abundant that there could be no difficulty in amply

supplying all the wants of *bond fide* tea planters without doing injustice to any man; but shortly after these sale rules of 1862 were published, there was a great rush upon tea planting: speculators bought upon credit Government wastes wherever they could get them, and Government officers were so far carried away by the mania, that they relaxed the rules as to surveying wastes before they were sold, and in other particulars. It followed that large areas of wastes were sold to jobbers, who transferred them at a profit, or threw them up if they could not do that; while in some cases cultivated lands not regularly settled were sold as "Government waste lands" over the heads of the occupiers. In other cases lands beyond the British border—in others, again, valuable forest land—were sold under the waste land rules. Before the present Lieutenant-Governor came to India, in February 1871, attention had been directed to this matter; in Chittagong especially the need for righting past mistakes, and for preventing the recurrence of such errors, had been recognised. There had in more than one instance been risk of grave disturbance with frontier tribes on account of ill-judged sales of waste land in the occupation of border peoples. To prevent future complications, the Lieutenant-Governor issued special rules providing that no waste land should be sold until it had been surveyed and examined; that no land should be sold on which any natives possessed occupative or other rights without reference to Government; that no waste land containing valuable timber or minerals should be sold without special order; and that the Collector was in each case to verify the facts and circumstances before he sold a plot of waste, and was not to content himself with leaving claimants or objectors to come forward,—a practice under which ignorant aborigines and others had been deprived of the lands they held. In this way the recurrence of difficulties connected with waste land sales will, it is hoped, be prevented; while steps have been or are still being taken to remedy cases of injustice done under a misunderstanding of the waste land rules to occupiers of land in Cachar and Chittagong. Meantime the Government of India has prohibited sales pending consideration of the whole subject; but it is hoped that the question will soon be settled, and that the progress of real tea-planting will in no degree be checked.

The Government forests of Bengal are confined almost entirely to the Cooch Behar and Assam divisions, the Cachar

Bengal forests.

district, and the Chittagong Hill Tracts, and to the Sunderbuns. There are a few small patches of scrub jungle belonging to Government in other parts of Bengal, and there are the remains of very extensive forests in Chota Nagpore and the tributary estates of Orissa. Notwithstanding the fact that the public forests of Bengal are confined to its eastern and north-eastern frontier, and to a small patch on its sea-face, and that very little large timber is now available in accessible places, inquiries during the past year have made it tolerably clear that only a comparatively small tract under this Government really suffers much from the want of firewood or of such small timbers as the common ranks of the natives of India usually use. All over India the cow-dung, instead of being used for manure, is burnt, and in Behar and parts of Bengal firewood is not so plentiful that we can hope to get rid of this practice. In Bengal the growth of jungle is very rapid, and the various trees of the palm tribe supply a rough sort of rafters. Western Bengal is supplied partly from the Sunderbuns and partly from the high lands to its west. The southern districts of Central Bengal draw ample supplies of cheap wood from the Sunderbuns. In the city of Calcutta firewood is probably cheaper than in any large town of India; a short system of rivers and canals brings the products of the Sunderbuns to several parts of Calcutta and its environs. To the northern districts of Central Bengal, bamboos and timber are brought by river from the sub-Himalayan forests. Eastern Bengal is supplied by water from the Sunderbuns, from the frontier jungles, and from occasional private forests scattered over the country. Orissa has a good deal of forest on the hills to its north, as well as a fringe of jungle on its sea-face. The open country of Chota Nagpore, Cooch Behar, and Assam, is all more or less surrounded by, or interspersed with, forest or jungle. One somewhat remarkable fact came out last year regarding the mango groves and timber supply of Behar. The Manager of the largest estate in Tirhoot thought it necessary to put a clause in his tenants' leases to prevent their planting new mango groves, to which they are very prone, because there were already so many groves, and land under groves pays low rents.

The supply of large timber for Bengal comes mainly from the sâl forests of Nepal, and from the teak forests of Burmah; the former is brought by the Ghogra and Ganges rivers, the latter comes by sea. Timber from Bhutan and

the Eastern Himalayas has yet hardly come into competition with the Nepal sâl in the Dacca markets; some few timbers are brought down by river from the Chittagong Hill Tracts to the sea-board, and the canoes (dug-outs or hollowed trees), used on all the rivers and streams of Bengal, are generally made in the jungles on the banks of some stream and then floated down to wherever they are wanted. This is especially the case in Upper Assam.

It cannot be said that much success has yet attended the Forest Department in Bengal. The officers are mostly very inexperienced, and the difficulties are great. The political complications with frontier tribes much increase these difficulties. The subject has, however, engaged much attention. Arrangements have been made for placing the subordinate forest officers under the control of the local authorities and developing existing sources as far as possible. Attention has been drawn to the necessity of obtaining an adequate knowledge of the capabilities of the Eastern Himalayas and other tracts, and of studying in a scientific way the habits of the sâl tree, which in a stunted form occupies great portion of the 50 or 60,000 square miles of Western Bengal. Some improvement has been made in the method of collecting India-rubber. Unsuccessful efforts were made to bring the Government timber stocks in the Cooch Behar division into the market at a reasonable cost. A small but successful experiment has been made in bringing Government timber into the Assam local markets. An attempt has been made to raft sâl timber from the western highlands down by river into Cuttack, but it has so far not been successful. The only successful teak plantation in Bengal on a warm, damp spot below the Darjeeling hills is being gradually extended, and the attention of the forest officers has been greatly pressed to the subject of plantations. There can be little doubt that our supplies of large timber are becoming rapidly exhausted, and that we must before very long either take entirely to iron or draw supplies from regular plantations. The teak tree is not indigenous in these provinces, but it grows very rapidly wherever sown or planted. The Lieutenant-Governor is very anxious that the question should be studied whether teak will attain maturity in a reasonable time in Bengal latitudes, and that if there is any reasonable prospect of success, very extensive plantations should be undertaken; mahogany and other woods may also be planted. The Government of India has now supplied or

promised several new officers of some experience, and it is hoped that the next report may be more satisfactory.

The departments of imperial revenue other than the land revenue have been exceedingly well cared for by Mr. Money, whose full and thoughtful reports well set forth the questions which have arisen.

The customs revenue is connected with the same subjects that are treated of in this report under trade, and it is generally prosperous or depressed in much the same ratio as trade.

In the year 1871-72 the customs revenue (exclusive of salt) was £1,070,000, being £6,000 less than in the preceding year. Somewhat more than three-quarters of the revenue are derived from duties on imports, and something less than one-quarter from duties on exports. The largest item by far, amounting to nearly half of the whole customs receipts, is the import duty on cotton manufactures, which yields fully half a million sterling. All of this, except a comparatively small sum paid on twist and thread, is yielded by the various descriptions of what are called piece-goods. They pay a duty of 5 per cent. *ad valorem*, according to a tariff of value fixed from time to time.

The largest of the other items of import duty are wines and liquors, about £105,000, and metals, about £62,000.

Of the export duty a good deal more than half, say £130,000, is yielded by the duty on rice and other grains, principally rice. Oil-seeds give upwards of £60,000, indigo £27,000, lac £11,000. The other export items are insignificant.

The only considerable imports which are free are machinery, paper, coal, precious stones, and bullion.

On the other hand, some of the most important articles of export are free, viz. jute, cotton, silk, tea, hides, salt-petre, and sugar. The manufactured articles exported—shawls, gunny bags, &c., are free.

The opium revenue during the past year has been unprecedently high, standing thus:

	£
Gross receipts	6,898,701
Cost of purchase of opium and other expenses ...	1,591,319
Net revenue ...	<u>5,307,382</u>

That this result is most favourable as compared to previous years, is shown by the following figures:—

			Chests.		£
Net revenue of 1855-56	from sale of	49,399	...	2,898,221	
Ditto	of 1856-57	ditto	42,272	...	2,702,764
Ditto	of 1865-66	ditto	56,061	...	4,499,227
Ditto	of 1869-70	ditto	45,680	...	3,776,627
Ditto	of 1870-71	ditto	49,030	...	3,632,325
Ditto	of 1871-72	ditto	49,695	...	5,807,382

The favourable results of 1871-72 are due to two causes; the high price at which the opium sold, and the comparatively small payments to cultivators owing to the shortness of the new crops.

The opium which is gathered in the early spring, being manufactured and stored in the course of the summer, has usually been sold in the following calendar year. As soon as the prospects of the crop are pretty certain, public notice is given of the quantity of opium which will be sold in the ensuing calendar year at the monthly sales.

The crop of the spring of 1870 was a good one, amounting to 54,072 chests, and 52,000 chests were sold in 1871; but owing to the shortness of the crop of 1871, yielding only 40,981 chests, no more than 42,900 chests were advertised for sale in 1872.

The number of chests sold in the financial year 1871-72 was 49,695, and the average price was £139 per chest, being upwards of £26 per chest higher than the average of the preceding year.

While the opium revenue was thus so prosperous, the subject was not unattended with much anxiety, for the abnormally high revenue being in part due to the shortness of the coming crop, could hardly be a source of complete satisfaction. The prices are still well maintained, having averaged about £138 per chest at the sales of the year 1872-73, which have so far taken place. But again this price is not a satisfaction without alloy, for owing to a second short crop yielding 42,982 chests, the quantity advertised for 1873 is only 42,000 chests. The fact is that the price has gone too high to be safe. And though it would be most desirable, both in an Indian and in a Chinese point of view, if we could get a very large revenue from a small consumption by the Chinese, the fear of com-

petition from the Chinese drug and from foreign countries, interferes with that prospect. The Government of India has therefore deemed it prudent to sell at such a price as will ensure a continued command of the market. The export duty on the Malwa opium exported from Western India is Rs. 600 per chest, and as the profit on Bengal opium is practically an export duty, any profit in excess of that is in some sense abnormal.

The cost of the opium hitherto sold is calculated to be under Rs. 5-8 per seer, including all charges except interest on block, and some such items which have not been calculated; say Rs. 370 per chest. Thus the profit in the past year was upwards of Rs. 900, or £90 per chest. The price paid to the cultivators being now increased, the opium will in future cost a little over Rs. 400 per chest; or allowing for block, &c., say Rs. 420 to Rs. 430 per chest. At present prices it will still yield a profit of Rs. 850 per chest, or 200 per cent. on the cost.

The shortness of the crop of 1871 was caused by a peculiar blight, and there was consequently anxious inquiry to ascertain that the evil was not caused by any disease likely to be permanent. Fortunately it does not appear to be so; and though there was a little alarm in the early part of the season, it turned out that the blight was nearly absent from the crop of 1872.

That crop again having, however, yielded much short of expectations owing to drying winds and other causes, which have not been very sufficiently explained, there was anxiety lest the deficit should be the result of any exhaustion of the soil or of the extension of the cultivation to unsuitable ground, and very careful inquiry has been made. It is found, however, that there is not serious reason for apprehension on this score. The average yield per acre has been as good in the past few years, taking an average, as at previous periods, and an examination of the yields in times past shows that the crop has always been subject to such fluctuations as have occurred in the last two years.

The price paid for the drug was raised in the past year from Rs. 4-8 to Rs. 5 per seer, and the area of land under opium cultivation has continued to increase, having been about 560,000 acres in the past year as compared to 530,000 acres in 1870-71 and 500,000 acres

in 1869-70. When there is a good crop, the yield may therefore be expected to be greater than ever. If this is so, there is question of keeping in hand a stock, so as to enable Government to render more uniform the quantity sold from year to year.

There is doubt, however, whether the area under cultivation can be much further increased without extending the cultivation to districts where it is now prohibited or restricted. The opium requires high cultivation in fields specially attended to and manured. At present the chief production of what is called Bengal opium is in the Behar districts (there is none in Bengal Proper), while a large quantity is also derived from the southern and eastern portions of the North-Western Provinces and Oude, the whole being managed by the Bengal Government. Attempts to extend the cultivation in the northern and western portions of the North-Western Provinces have not been very successful, but there is still room for a good deal of development in some of the districts where the production is now moderate.

The Government of India at one time during the past year contemplated an extension of the Bengal opium system to the Punjab, and some officers were deputed to make experiments with that object. The Lieutenant-Governor had no doubt that much opium might be grown in some of the Punjab districts in which he had formerly served, but he doubted whether it could be had at the price paid in the Behar and Benares provinces, and he expressed himself averse to extending the Bengal system of Government monopoly and manufacture to new countries; he would prefer to see the system of export duty now prevailing in western India applied to the Punjab and Central Provinces. If a chest of opium of 136lb weight is worth at Bombay £136, or Rs. 20 per seer, merchants might well afford to give the Punjab cultivators Rs. 7, 8, 9, or 10 per seer, besides paying £60 per chest duty, if export on the Malwa system were permitted. The experiment with the Bengal system in the Punjab has not been very successful, and the officers have been withdrawn.

Experiments are in progress for the scientific cultivation of opium by a competent expert, who will also watch the cultivation and the plant as grown by the cultivators. Thus any deterioration in the cultivation, and any appearance of blight or disease, will be ascertained and, it may be hoped, remedied;

and by pedigree cultivation or otherwise, improvements may possibly be effected.

There has been no material change in the system under which the salt revenue has been realized. There has, however, been a great change in our calculations of the salt consumption of the people; for whereas under the old estimate of the population it was taken to be about 15 or 16lb per head, as the population is now ascertained, it is about 9½lb per head.

It must be remembered, however, that this is the consumption per head women and children included, and consequently the consumption per household is about 50lb per annum. The duty on salt in Bengal is Rs. 3-4 per seer, or about a penny a pound; and the duty on 50lb is upwards of Rs. 2, or 4 shillings. When the interest on money, cost of transport and retail, &c., are added, salt sold by retail in Bengal districts averages rather over than under Rs. 5 per maund; say Rs. 3-4, or 6 shillings and 6 pence, for the 50 pounds consumed by a household. If we take the earnings of a labouring man to average Rs. 5 per mensem, *i.e.*, Rs. 60 per annum, he will pay for salt upwards of 5 per cent. of his income even on the reduced calculation of consumption resulting from the increased number of the population.

The educated members of the higher classes in Bengal have constantly pointed to an increase of the salt tax as the means by which an increase of public means may be obtained, if taxation there must be; and some of the Bengal officers have inclined to the same view. In the discussion of the measures of local taxation carried in the Bengal Council in the past year, the Lieutenant-Governor, when pressed with the view that such burdens might be avoided by a moderate additional impost upon salt, went so far as to say that he would rather cut off his right hand than be a party to further increasing a tax on a first necessary of the poor, which is already enormously high, from 500 to 2,500 per cent. on the cost of production at different places. He has seen no reason to recant that declaration of his feeling on the subject.

The following statement shows the quantity of salt on which duty was paid and the revenue in the past fifteen years and the present year. It will be seen that the yield of the

salt tax in Bengal has of late years been considerably in excess of $2\frac{1}{2}$ millions sterling. The consumption is maintained, but cannot be said to increase rapidly.

YEAR.	Rate of duty per 100 maunds.	Salt in maunds.	Amount of duty.	Profits on manufacture, miscellaneous receipts, &c.	Total receipts.
1	2	3	4	5	6
	Rs.		Rs.	Rs.	Rs.
1856-57	250	7,653,611	1,91,34,027	11,41,195	2,02,75,222
1857-58	250	7,113,399	1,77,83,497	10,88,453	1,88,71,950
1858-59	250	8,060,552	2,01,51,380	12,67,699	2,14,19,079
1859-60	250 & 300	7,144,448	1,88,90,537	13,16,955	2,01,67,492
1860-61	300 & 325	8,680,996	2,62,60,087	27,34,042	2,89,94,729
1861-62	325	6,248,008	2,03,06,009	4,79,628	2,07,85,637
1862-63	325	8,216,417	2,67,03,356	8,40,261	2,75,43,617
1863-64	325	7,265,119	2,36,11,637	7,55,493	2,43,67,130
1864-65	325	8,454,473	2,74,77,037	7,84,834	2,82,61,871
1865-66	325	7,313,441	2,37,63,684	11,41,616	2,49,10,300
1866-67	325	7,186,725	2,33,56,856	14,86,320	2,48,43,176
1867-68	325	8,027,549	2,60,89,565	8,77,152	2,69,66,687
1868-69	325	7,187,037	2,33,57,936	1,91,203	2,35,49,139
1869-70	325	7,788,512	2,53,12,665	2,44,206	2,55,56,871
1870-71	325	8,032,691	2,61,06,246	2,81,367	2,63,87,613
1871-72	325	7,766,235	2,52,46,663	2,19,728	2,54,66,396

Owing to the great reduction in the rate of assessment, the income-tax has not been the cause of so much excitement and clamour as in the previous years, when it was no doubt extremely unpopular among the classes upon whom it fell; nevertheless, the subject had much care and inquiry during the year. Mr. Money has submitted very full and excellent reports, and the matter has been treated in special resolutions and reports to the Government of India, so that it is unnecessary, and would be inappropriate, to discuss it at length here. The figures, no doubt, show great fluctuations and inequalities between different years and different parts of the country, and make it evident that such a tax cannot be properly assessed unless it is continued and carefully worked out during a long series of years; but whether it can

be so worked out by care and patience as to serve as an effectual means of drawing a sufficient revenue from the untaxed upper classes, is the question still under discussion.

The income-tax of the year 1871-72 fell at the rate of two pie per rupee, equal to $1\frac{1}{24}$ per cent. on all incomes above a minimum of £75 a year; in the previous year the minimum of taxable income had been £50 a year. In the present year the minimum has been further raised to £100, and the previous assessments are accepted unless the assessee demands a reassessment. There has been wonderfully little complaint about the tax in the past and present year: assessments have been revised and reduced; proved grievances have been redressed; one-half of the tax-payers of the previous year has been exempted by raising the maximum of taxable incomes; few of the old assessments have been raised; and very few new assessments have been made; and thus it has happened that the tax has been comparatively very little felt. The assessments for the year 1871-72, including official salaries and Government securities, amounted to Rs. 21,27,038, or £212,703, and including arrears of the previous year's assessment, the income-tax yielded altogether a revenue of—

	£
On account of balances of previous year	... 110,828
„ „ of the current year's assessment	... 202,157
Total	... 312,985

The taxable income of Bengal was taken at about 21 millions sterling. In this total the several classes of incomes were represented in about the following proportions:—

	£
Incomes from land	... 7,480,000
„ „ trades and professions	... 8,181,000
„ „ official salaries	... 1,595,000
„ of companies and their servants	... 3,151,000
„ from Government securities	... 863,000
Total	... 21,270,000

One notable feature in the year's assessments was, that whereas 32,000 ryots or petty occupiers of land were assessed to income-tax in the year 1870-71, not one of this class was assessed to income-tax during the year under review. The

inquiries noticed in last year's report had shown that in reality there was hardly a ryot in Bengal whose income from his petty holding alone reached the taxable minima of £50 or £75 a year.

The following statement shows the number of assessments, the rate of tax, and the yield under the various forms of income-tax, license-tax, and certificate-tax, that have been tried in Bengal:—

Year.	Number assessed.	Amount realized.	Minimum income taxable.	Character and rate of tax.
		Rs.	Rs.	
1860-61 ...	295,488	67,97,437	200	Income-tax at the rate of 4 per cent. per annum above Rs. 500, and 2 per cent. below.
1861-63 ...	297,041	61,56,504	200	Ditto ditto ditto.
1862-63 ...	82,408	51,02,248	500	Ditto at the rate of 4 per cent.
1863-64 ...	77,902	37,03,293	500	Ditto at the rate of 3 per cent.
1864-65 ...	78,245	38,59,991	500	Ditto ditto ditto.
1867-68 ...	195,906	16,33,073	200 and for persons in employ of Govern- ment, Rs. 1,000.	License-tax on professions and trades, the rates being Rs. 4 to Rs. 500.
1868-69 ...	72,951	14,66,389	500 and for servants or clerks, whether of Government or a company or indi- vidual, Rs. 1,000.	Certificate-tax on professions and trades, the rates being Rs. 8 to Rs. 6,400
1869-70 ...	198,656	42,83,958	500	Income-tax at 1½ per cent.
1870-71 ...	132,249	70,43,305	500	Ditto at 3½ do.
1871-72 ...	60,980	21,00,000	750	Ditto at 1¼ do.

Under the license-tax of 1867-68, which excluded landholders and fundholders, &c., the number of persons assessed on incomes of Rs. 500 and upwards was 43,178; under the certificate-tax of the following year the number, it will be seen, was larger; while under the general income-tax of 1869-70 it much more than doubled, falling again in 1870-71 to about two-thirds of the number in the previous year.

There is a striking disparity between the number of assesseees in 1864-65 and in 1869-70, although in both of the years the character of the tax was the same, and the limit to the incomes falling within its scope was identical (a minimum of Rs. 500 a year). There is reason to believe that

the assessments of 1869-70 were made with unusual severity, and this was followed by a great reduction in the number of assessments of the following year. This cause is, however, insufficient to account for the excessive difference between the numbers of 1864-65 and 1869-70. There can be little doubt that many who were liable to assessment escaped it in 1864-65, for it will be observed that in 1868-69, under the certificate-tax on professions and trades (of which the taxable minimum was the same), the number of assessees was within 300 of the number in 1864-65, although persons deriving their income from the land, or from investments on the funds, who were liable to the tax of 1864-65, were exempt from the certificate-tax.

The excise department has had much attention during the year. The excise revenue consists of duties on spirituous liquors made in the country, and on ganja and other preparations from the hemp plant, with the proceeds of the retail sale of opium for consumption in our own provinces, which are credited to excise and not to opium, the revenue shown under this latter head being confined to that realized by the wholesale of opium for exportation.

The total excise revenue of 1871-72 was over £750,000, of which nearly £320,000 were derived from spirituous liquors of various kinds, upwards of £120,000 from hemp, and nearly £310,000 from opium.

This last sum is the gross produce of the sale, the cost having been already charged in the opium department. About half of this home opium revenue was drawn from the small population of Assam and the neighbouring districts, in which a strong Indo-Chinese element prevails in the population. The consumption of the ordinary districts of these provinces was therefore not large. In the opium-producing districts, where the drug in the hands of the cultivators is worth only about a third of the price at which it is sold by Government, and it is impossible to prevent the illicit sale of small quantities, it is not to be expected that there should be much sale of the Government drug; but this is confined to eight or nine districts, and in all the others there is little smuggled opium. Even in the opium districts the Lieutenant-Governor, after much inquiry, is satisfied that the drug is not much consumed by the cultivators and other

Opium consumption in India.

working classes, and that the people have not acquired opium-eating habits to any considerable extent. In nothing are race characteristics more marked. The Indian, whether aryan or aboriginal, seems to prefer spirits to opium ; among the aborigines the taste for spirits is unfortunately somewhat marked ; while the Chinese and Indo-Chinese take to opium. With the exception of one or two districts, the sale of opium is quite insignificant compared to the population in all except the Indo-Chinese districts.

The hemp or ganja revenue is a very peculiar one, derived from an excise duty on the article as produced in an extremely limited area in the districts of Rajshahye and Bograh, where it is cultivated in a skilful and scientific way, so as to yield an intoxicating drug of a very superior quality and much appreciated. Common expressions attribute many violent deeds to the influence of this drug, and much insanity is also attributed to it. Inquiry has been made on the subject during the past year, and the most qualified opinions seem hardly to go so far in regard to the evil done by it ; but it is no doubt sometimes used to fortify the spirits of people who engage in deeds requiring such courage, and sometimes, when used in excess, leads to insanity, temporary or permanent. It is therefore satisfactory to know that we have succeeded in raising, and have in the past year still further raised, the duty, so that in 1871-72 the consumption was about a third less than fifteen years ago, while the revenue derived from it was more than doubled.

The customs' duty on wines and spirits, added to the exciseduties, makes the whole revenue derived from spirituous liquors about £420,000. Besides the consumption of European wines and liquors by the richer natives, a good deal of low class European spirits now finds its way into the market in competition with the ordinary native spirits. The customs' duty on spirits is Rs. 3, or 6 shillings, per gallon, and the same rate is charged on native spirits in all the districts within reach of Calcutta. In the farther districts it was not found possible to raise it to so high a point at once, but the rate is being gradually brought up to the standard wherever it is possible to do so. During the past year the rate of duty was much raised in the Patna division, with a population of upwards of 13 millions. In some districts it was raised from

Spirit revenue.

Re. 1 to Rs. 1-8, and again in the beginning of 1872 it was raised throughout the division to Rs. 2 per gallon without loss of revenue, while the returns show a very large diminution of consumption.

The spirit consumption and revenue cannot be said to be large in so great a population, but unfortunately it is the revenue which would most admit of development if such a policy were justifiable. On the contrary, however, every effort is made to limit the consumption. The questions which arise in regard to it are much the same as those which are not yet solved in England. The Indian official world has for some years been divided into two schools on the spirit question. The old fashion was to lease out the monopoly of selling spirits in certain places or tracts of country, and this was certainly best for the revenue. The lessee had a direct interest to put down smuggling. But then he had also a great interest in extending the consumption, and generally went on the principle of small profits and quick returns. To check the tendency to increased consumption, the system of charging a fixed duty on the spirits as manufactured was adopted; but many officers still maintain that under this system smuggling cannot be checked. Mr. Money inclines to the latter school, and would, to a considerable extent, revert to the old system. The Lieutenant-Governor, however, has not been satisfied that there is sufficient evidence of failure of the present system, and has not agreed to give it up, except in some very sparsely inhabited districts where supervision is impossible.

Another important question is precisely that very unsolved English question,—the best mode of granting licenses for the retail sale of spirits. If too many are given, there is a temptation to drunkenness; if the number is limited, the grant of a license becomes a matter of favour, and is the subject of much canvassing, intrigue, and possible corruption. The Lieutenant-Governor is now trying, experimentally, in a few selected districts the plan of first fixing the number of shops and then leasing by auction the retail licenses. The lessee can only sell spirits on which the fixed duty has been paid, and it is provided that a discretion is reserved of giving the license to the highest bidder, only if he is a man of approved character. It is thus hoped to combine the advantages of the two systems; to have a high duty and limited consumption, with

well regulated shops kept by decent men who have an interest in suppressing smuggling in their circles.

In the course of the last fifteen years the revenue derived from country spirits has increased to a moderate extent, while the consumption of duty-paid spirits has certainly diminished.

During the past year the question was raised whether drunkenness was really increasing in the country, and the Lieutenant-Governor was called on to report on the subject. After inquiry he expressed the hope that it was not so, except among the higher classes. Looking to what had been done, and was still doing, the Lieutenant-Governor submitted his opinion that "the total consumption of spirits in Bengal seemed small, both positively and as compared to other provinces." He held that "it could not be said that drunkenness had of late years been encouraged, or that it had been increased by the present excise system." He added also that the causes of the increased drunkenness among the higher class were quite unconnected with our system of excise revenue.

There was no considerable change in the management of the stamp revenue during the year, except that the fees for minor processes in the courts, summonses, and such like, are

Stamps.

now paid in stamps instead of in cash as heretofore, with the effect

of adding about £60,000 to the stamp revenue; while the receipts under law and justice are diminished to a corresponding extent. There has, however, lately been an important and alarming discovery of wholesale fraud and forgery in regard to stamps, advantage having been taken of recent changes of system ordered by the Government of India. Formerly all judicial stamps were in the form of what is called stamped paper, the stamp being on the paper used; latterly the use of adhesive stamps of any value had been permitted. About the same time public officers had been required to stamp their service letters instead of franking them as hitherto, in order to show a larger post-office revenue. It turns out that in the districts about Calcutta large numbers of the service stamps have been stolen and converted, and others have been forged, and these small adhesive stamps, both stolen and forged, had been filed in very large numbers in the courts of the metropolitan districts without observation or detection, till a case was discovered by the Calcutta Commissioner of Police. Hundreds of such stamps have been put on a plaint in a single case. This Government has done

what it can to check the practice by prohibiting the use of small stamps in large cases, and otherwise; but the subject is one which much requires attention.

The various revenue departments having been noticed, it only remains to state in one view the receipts and disbursements on imperial account. These are given in the tables below, in which the revenue and expenditure are stated for the two past years in comparison. The figures, as furnished by the Accountant-General, do not quite precisely correspond with the departmental statements. Unfortunately figures seldom do exactly correspond in our offices, and the local Government is so dependent for accounts on an almost independent account department, that it is extremely difficult to obtain exact correspondence. In the present case, however, care has been taken so far to reconcile the figures that there is no very substantial difference.

The land revenue receipts still include proceeds of sale of waste lands, and a few miscellaneous items. An apparent diminution is caused by the cessation of sale of Government estates not fully compensated by some real increase of revenue.

All the tributes in Bengal have been from the first credited to land revenue, the holders of the tributary estates having originally been zemindars with whom settlement was made in the usual way, and therefore no tributes appear separately. The land revenue is thus the revenue of the whole 250,000 square miles, not only of the 213,000 miles directly administered. The decrease in land revenue charges is mainly due to transfer of the cost of surveys to a separate account of the Government of India. The forest receipts include collections by the ordinary civil officers for jungle produce. The decrease in excise charges is owing to cost price of opium not having been debited as heretofore. The marine receipts include not only pilotage and other receipts, but also receipts for sale of stores, &c., and work done in the dockyard for the Port Commissioners and others. The decrease may be called for the most part accidental. The Mint, Post Office, and Telegraph, are imperial establishments, the revenue and charges of which do not come into the Bengal accounts, and those heads are therefore blank.

Imperial Revenue.

Heads of Revenue.	Actuals, 1870-71.	Actuals, 1871-72.	1871-72.	
			Increase.	Decrease.
	£	£	£	£
I.—Land Revenue	3,973,166	3,954,722	.....	18,444
II.—Tribute, &c., from native states...	.....	.....	.....	.....
III.—Forests	10,324	14,471	4,147	.....
IV.—Excise on spirits and drugs ...	733,651	754,418	20,707	.....
V.—Assessed taxes	676,691	302,121	.....	374,570
VI.—Customs	1,138,326	1,073,882	.....	64,444
VII.—Salt	2,644,157	2,578,134	.....	66,023
VIII.—Opium	5,644,264	6,898,699	1,254,435	.....
IX.—Stamps	737,728	792,799	55,062	.....
X.—Mint ... ..	.....	.....	.....	.....
XI.—Post Office ... ..	.....	.....	.....	.....
XII.—Telegraph ... ..	.....	.....	.....	.....
XIII.—Law and Justice... ..	149,137	84,570	.....	64,567
XIV.—Marine	194,320	138,289	.....	56,031
XV.—Interest	7,830	23,951	16,121	.....
XVI.—Miscellaneous	122,939	97,583	.....	25,356
Total ...	16,032,537	16,713,636	1,350,532	669,435

Disbursements on imperial account.

Heads of Expenditure.	1870-71.	1871-72.	1871-72.	
			Increase.	Decrease.
	£	£	£	£
I.—Interest on Service Funds, &c. ...	9,812	15,312	5,500	.....
II.—Refunds and drawbacks	135,184	134,558	.....	626
III.—Land Revenue	370,625	302,372	.....	68,253
IV.—Forests	8,645	11,022	2,377	.....
V.—Excise on spirits and drugs	133,927	30,409	.....	103,458
VI.—Assessed Taxes	31,757	18,007	.....	13,750
VII.—Customs	63,910	64,418	508	.....
VIII.—Salt... ..	6,295	7,252	957	.....
IX.—Opium	2,011,939	1,592,345	.....	419,594
X.—Stamps	28,014	29,377	1,363	.....
XI.—Administration and Public Departments	171,406	169,076	.....	2,330
XII.—Minor Departments	15,262	15,634	72	.....
XIII.—Law and Justice	702,193	701,900	.....	293
XIV.—Marine	180,419	166,498	.....	13,921
XV.—Ecclesiastical	22,397	23,231	834	.....
XVI.—Medical	38,770	38,200	.....	570
XVII.—Political Agencies	3,502	2,527	.....	975
XVIII.—Allowances and assignments ...	239,889	231,946	.....	7,943
XIX.—Superannuations, &c.	73,130	68,008	.....	4,522
XX.—Miscellaneous	41,589	40,401	.....	1,188
XXI.—Allotment for Provincial Services	53,237	1,230,990	1,177,712	.....
Total ...	4,362,061	4,914,163	1,189,223	637,223

There is thus shown for 1871-72 a surplus on imperial account of £11,816,473, and with the provincial surplus noted below, the whole surplus is just 12 millions sterling.

The year 1871-72 was the first year of provincial as distinguished from imperial finance, and the result has been as follows:—

RECEIPTS.		DISBURSEMENTS.	
	£		£
Imperial assignment ...	1,230,990	Police ...	512,160
Receipts for Police ...	50,793	Jails ...	148,410
Ditto from Jails ...	66,130	Registration ...	28,673
Ditto for Registration ...	36,698	Education ...	195,819
Ditto for Education ...	39,036	Medical ...	90,036
Medical receipts ...	4,737	Printing ...	11,644
Printing ditto ...	2,460	Public Works ...	300,875
Public Works ditto ...	84,662	Miscellaneous, including	
Miscellaneous ditto, includ-		cattle pounds ...	17,526
ing cattle trespass fines...	33,237		
Local rates and taxes at the		Assigned in aid of local rates	119,676
disposal of the Provincial			
Government ...	58,221		
Total ..	<u>1,606,974</u>	Total ...	<u>1,424,805</u>

The surplus shown is thus £182,169.

From this must be deducted certain sums granted by the Government of India for special buildings at the end of the year, being the capitalised value of the rental paid, making the real surplus something over £140,000.

The following statement will show the total taxation of Bengal, including tolls and charges of every kind excepting the imperial postage and telegraph receipts.

Total taxation of Bengal.

	£
Imperial revenue as above ...	16,731,636
Provincial receipts, exclusive of the imperial assignment ...	475,975
Receipts of local funds not included in provincial receipts ...	53,609
Municipal income of Calcutta and Suburbs ...	319,974
Ditto ditto of all other towns, bazaars, &c.	113,878
Income of villages under recent Watchman's Act	<u>10,000</u>

Grand total taxation, Imperial, Provincial, Local and Municipal ...	<u>17,705,092</u>
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The above shows the local and municipal taxation of Bengal, Calcutta and the Suburbs excepted, to be extremely light.

PROVINCIAL AND LOCAL FINANCE.

THE whole of the subjects of provincial finance, local taxation, and the self-government which is to accompany such taxation, have been, as has been mentioned in several places, reserved to be dealt with together in the latter part of this report. These are the subjects in regard to which the present Lieutenant-Governor has chiefly felt that it was his duty to carry out a policy laid down by superior power after much discussion and consideration. It will be well, first, briefly to review the situation to which he succeeded.

While the local Governments had very great powers in many respects, and as regards some of the principal sources of income, especially the land revenue, exercised practically almost complete discretion, the power of the purse in respect of expenditure was completely centralized in the Government of India, by whom grants to the various local Governments were made on detailed estimates of the needs of each department. It was impossible that the central power could efficiently scrutinize these demands over so vast an empire, and the result was sometimes that the local Governments asked as much as possible and the central Government gave as little as possible; and so grants were adjusted by a species of compromise, under which, however, the general result seems to have to some extent been, that those who asked most and asked it most boldly and pertinaciously, got most. On this system many of the civil departments were constantly progressing in their expenditure, when the Government of the late Earl Mayo determined to apply a remedy which had been long talked of but never carried into

practical effect, viz. the assignment of certain funds and resources to the local Governments for certain purposes to be by them made the most of. The arrangement adopted was as follows. No sources of revenue were made over other than the per-contra receipts of the executive departments transferred. But the previous net assignments to certain departments, viz. Police, Jails, Education, Registration,

Provincial finance, local taxation, and self-government.

Former position of local Governments.

The provincial services scheme.

Medical, Printing, and Civil Public Works, were taken : a proportion (about 7 per cent.) was deducted as a relief to the imperial finances, and as representing a share of the burden "to be charged upon local resources;" the remainder was made over as a fixed annual income. It was intended that any deficiency thus caused, and any additional expenditure resulting from progress and improvement, should be met either by economy or by provincial or local taxation.

It is fair, however, to mention here, though the view was not taken in the original resolution, that there had in fact usually been certain savings and unspent balances in some departments at the end of the year, and that these might fairly be set off against the deduction from the usual assignments. At the same time it must, on the other hand, be remembered that the assignments on which the fixed allowances were calculated were those which had been made after the financial crisis of 1869, when all expenditure had been cut down to the lowest point, and were very far short of those which had been made before the financial crisis. In Bengal, for instance, there had been an enormous reduction in the sums allowed for civil public works, and a very large reduction in the assignments for the police.

It may be said too that the previous assignments having been made with more regard to the much asking of local Governments than to their relative population and territory, there was inequality in the fixed assignment. For instance, Bengal with its 65 millions of people has got £1,168,592, while Bombay, with something over 13 millions by the last census, and probably not many more now, got £880,075,—or more than three-fourths the assignment with less than one-fourth the population. Again, under the various systems prevailing, in all other provinces large revenues were already raised for local purposes of the same character as those for which the imperial assignment was made; heavy cesses in addition to the land revenue being assessed on the land for local roads, local police, and popular education, while in Bengal there were scarcely any such resources. There the petty cesses partially levied in some few districts and estates were wholly insignificant in amount; the funds raised locally for roads and bridges were confined to the receipts from tolls on roads, ferries, and canals. There was no public provision for local police, the new Act of 1870 having, as before mentioned, scarcely at all come into operation; and for popular education there was absolutely no provision at

all, the sums granted by the Government of India being almost exclusively devoted to the education of the upper and middle classes.

That Bengal has been to a considerable degree under-governed as compared to some other provinces, if not made sufficiently clear by what has already been said in an earlier part of this report, may be further illustrated by a few figures in connection with this financial view of the matter.

Expenditure in Bengal compared to other provinces.

The general and revenue establishments being still paid from imperial revenues, do not here appear; but it has been already stated that the tehsildaree establishments for revenue and executive purposes maintained in the interior of all other provinces are entirely absent in Bengal, where Government is represented for executive purposes by the police alone. Yet when we look to the police, we find that to supervise the 13 or possibly 14 millions of people of Bombay, there were entertained in 1870-71, of police paid by the State, 16,877 men, for whom, before the recent arrangements, an imperial assignment of £374,703 was made; while to supervise the 65 millions of Bengal there were in the same year 25,043 men, including a considerable number specially employed on the frontier, and the net imperial assignment was £485,394. The Bombay grant was thus considerably more than three-fourths of that to Bengal. In education Bengal received £192,373, against £107,791 allowed to Bombay; but then while the Bengal grant was not supplemented from any public source, in Bombay there was also an expenditure of funds derived from the educational cess on land of Rs. 7,20,326 in the year 1870-71. For roads and public improvements there had been assigned £157,800 to Bengal and £121,900 to Bombay, the Bombay proportion being still higher than in the case of police, while for civil buildings there were assigned £111,370 to Bengal and £107,500 to Bombay; the smallest of the local Governments thus receiving under this head very nearly the same as the largest.

Figures are not available to show the full difference between the financial position of Bengal and that of other provinces by including the local cesses in the account. These funds were very much at the disposal of the local administrations. They were certainly very large in Bombay, and considerable in the North-Western Provinces and other parts of Northern India. It is observed in a recent report

that in Madras as much as £380,000 per annum are raised by a road cess alone.

These were the conditions under which the Lieutenant-Governor undertook the working of the scheme of provincial finance, and the determination of the course to be pursued was to him and his advisers the subject of long and very anxious deliberation. It seemed to be generally understood that it would not be possible to supply the present deficiency, which the arrangement threw upon local Governments, and to ensure the means of meeting the legitimate demands of the future, without imposing some fresh provincial taxation, apart from proper local taxation; and it is believed that schemes of provincial taxation have been brought forward by every local Government in India except Bengal.

At first the Lieutenant-Governor was inclined to share this view. He could not but feel that, if such measures were justifiable anywhere, they were more so in our oldest and richest province, in which by the permanent settlement of the land in 1793 a very great revenue now levied elsewhere on present resources had been surrendered to the landholders of the country, and an enormous property in land had been created, which had no counterpart in other provinces. He felt that if, whether from the limitation of the land revenue, or simply in consequence of the quieter character of the people and less exacting demands of the local Government, the imperial funds assigned to Bengal were in fact small in proportion to the vastness of the country and the population, on the other hand the resources upon which new taxation might be imposed were greater. Looking to the great needs of so great a country, and of a people taught by education to demand the expensive appliances of modern self-government, it was certainly the Lieutenant-Governor's impression that provincial taxation must sooner or later be imposed, and to his mind the view presented itself that it was his duty to face that necessity, and at least to make a beginning of a progressive local income which might fructify in the hands of his successors and meet progressive demands. On the other hand he felt that the system of local taxation, which it was his most especial duty to inaugurate, was one requiring the greatest care and attention, and that however carefully arranged, all such taxation does in the first instance create a feeling perhaps out of proportion to the burden actually imposed. It seemed to him therefore very

desirable to avoid if possible the imposition of too many burdens at once. He trusts that he has sufficiently shown, by the course he has pursued in various matters, that he does not shrink before clamour or personal unpopularity when he is doing that which he conceives it to be his public duty to do, and he hopes that whether he be right or wrong, the course which he has followed in avoiding provincial taxation will not be attributed to political cowardice. He is still not without the feeling that it is somewhat of an anomaly that in so rich a province, where the cost of administration is at present proportionably much less than in poorer provinces, the beginning of modern modes of taxation to meet civilized wants should not be made. But on the whole, after very much thought he came to the conclusion that for the first year at any rate it would be well to invite his Council to devote itself to the subject of local taxation properly so called, and that as regards provincial expenditure he might for the present try the effect of constant economy and thrift, and see if he could manage to pull through with the resources which he had.

That then was the programme with which the Government commenced the financial year 1871-72. This course, determined on with anxiety and hesitation, has succeeded beyond the Lieutenant-Governor's most sanguine hopes. No extensive reductions of establishments have been made in any department, for in the only department in which some branches have been reduced, additions have been made to other branches; really reasonable demands have not, it is hoped, been rejected; real necessities have been provided for; but a constant watchfulness has been maintained over little things: nothing has been spent, so far as the Government could help, without necessity, merely because it was the custom to spend it; excrescences have been retrenched wherever they came to light. The previous scale of efficiency in regard to public works has been maintained, but there has been no indulgence in the æsthetics of bricks and mortar except so far as the completion of the already far advanced High Court rendered this necessary.

The result has been that in most of the civil departments there has been a considerable saving. In the Department of Public Works a very considerable saving has also been made; some small windfalls have come in; and the financial year has ended with a saving

Result of the system pursued during the year.

of about £140,000 on a comparison of the receipts and expenditure of the year, that sum being a clear addition to ordinary balances in hand at the commencement of the year. Under these circumstances the Lieutenant-Governor has felt that the grounds on which fresh provincial taxation might have been proposed have disappeared from under him, and at the close of the last session of his Council he was able to announce that as regards provincial taxation, so far as his own personal opinion and the present time are concerned, he does not anticipate the necessity of asking the Council to consider any measures for imposing fresh burdens on the people, but will be content that the efforts of all should be devoted to elaborating and putting in execution the system of local self-taxation for local benefits which has so much occupied the Council and the Government, and in respect of which also the Lieutenant-Governor hopes that a sort of finality has for the present been reached.

The system of account is such that it was impossible to be quite sure of the result till the year was closed, and the

Disposal of the surplus. financial year 1871-72 may be described as having been, for the most part, a year of economies. Now that the result has been to show so considerable a surplus, the Lieutenant-Governor has felt more at liberty to look to improvement as well as to economy, and has made a good many grants in excess of the ordinary budget provision. In particular, he has made provision in the budget for 1872-73 of £20,000 for the new sub-divisional establishments already alluded to; and he has since thought himself at liberty to devote a very considerable sum towards the commencement of a system of popular education. He hopes that the provincial finance is now sufficiently easy to enable him to invite the submission by local and departmental officers of any plans by which great public improvements may be effected at a moderate cost.

Before leaving this subject the Lieutenant-Governor would ask to be allowed to submit his humble testimony to the wisdom and the practical efficiency of the system of provincial finance inaugurated by the Government of the late Earl Mayo. It seems to him that for a beginning it went quite far enough, and not too far; that it has most successfully supplied a motive to economy and method which has taken full effect; that it has immensely diminished the friction between the Supreme and Subordinate Governments to

Success of provincial services' scheme.

which the finance of the civil departments continually gave rise; and that it has enabled the local Governments to mould and shape the departmental establishments and expenses with a view to their efficiency and their adaptation to local requirements in a way which was impossible under the old system. The experiment has been, the Lieutenant-Governor ventures to say, a complete and unalloyed success.

We next come to local taxation proper, that is, the taxation of particular localities for the benefit of these localities.

Local taxation.

It has been explained that of such taxation there was very little in Bengal, and that such local taxation as there was principally took the shape of tolls. It seems to be the accepted Indian view, that while tolls on roads, however expensively made, and tolls on bridges, are abhorrent to the people, they readily enough acquiesce in a toll amounting to a tax on any river where there is no bridge, and where nothing has been done to facilitate the passage. Probably the rationale of this feeling is, that as a river cannot be avoided, and something must always be paid to a ferryman, it is difficult to distinguish between a very small charge as the legitimate cost of crossing and a charge, somewhat larger, which combines a payment for work done and a tax. At any rate there are many rivers in Bengal on which public ferries had been established, and there was a profit from this source of something near £60,000 per annum. About £9,000 per annum were derived from road tolls, and there was a considerable profit from the tolls charged on the canals leading from Calcutta to the eastern districts of Bengal and on the river channels kept open by artificial means. In the settlements of estates which were not included in the permanent settlement, or had reverted to Government, effected in recent years, it had been the practice to levy, in addition to the revenue, a further sum of one per cent. for roads, but this applies to but a small proportion of Bengal estates, and produces but a small sum, about £3,750 per annum. Altogether, after deducting expenses from a gross collection of about £130,000 per annum, the net proceed of tolls of various kinds, with this small road cess added, was in all on an average something approaching to £100,000 per annum. The above funds were

Funds available for roads.

devoted to the construction and maintenance of local roads and bridges. The tolls are not by any means equally collected all over the country; public toll-paying ferries are almost

universal in some districts and are very rare in others. But since a regular Department of Public Works has ruled over these things in Bengal, the whole of the collections were centralised in one fund, and from that fund sums were annually assigned according to what were considered to be the needs of each district at the discretion of that department. To the funds already mentioned were added certain sums—profits of jail manufactures and surplus proceeds of pounds—which the local Government had been permitted to appropriate to the purpose, and altogether the Government was able to distribute about £120,000 per annum to be spent on local works. This money was, however, very unequally distributed, some favoured metropolitan and other districts, which collected very little, got a disproportionably large share of the assignments, while other remote and little visited districts got much less than they collected.

The only other local tax levied throughout the country generally was an extremely light *Postal cess*. cess imposed on the zemindars in commutation of their liability under the old law to forward the district posts. This cess amounts on an average to about £24,000 per annum.

When it is said that the above are the only local taxes generally levied, it should be explained that the statement refers to cesses and taxes levied for public purposes. It is too certainly the case that very much larger cesses are habitually levied by zemindars for their own benefit, and in nothing is the distinction between the benefits claimed under the permanent settlement and way in which the obligations of that settlement are set at naught, more striking than in this respect. The regulations by which the permanent settlement was established rigorously laid down that all payments due by the ryots to the landholders must be included in the one rent, and that no other cesses or exactions of any kind were to be taken by the zemindars on any pretext whatever. It is known that such cesses are now nevertheless very generally levied under various forms, in great number, and sometimes to an excessive amount. The Lieutenant-Governor's attention was prominently called to the subject by the Magistrate-Collector of Balasore, in Orissa, where the system is peculiarly inexcusable, because in that province there is not the ordinary zemindaree tenure of Bengal. There all the old ryots have long leases from Government direct, and the

zemindars are still in respect of them mere rent collectors, who have not the shadow of a right of any enhanced rent. Yet it was shown that they exacted eleven different kinds of annual cess besides seventeen descriptions of occasional tax. Among the former were cesses to recoup themselves for the postal payments, cesses on account of the telegraph wire running through their estates (a pure imposition, as this cost them nothing), cesses to reimburse them for income tax, and so on. There were presents exacted for the zemindari underlings; presents, very compulsory in their nature, on every occasion of a zemindar's moving from home or of a Magistrate's travelling through the estate, on account of fictitious expenses that were never incurred.

In Bengal the levy of cesses may or may not be carried to such an excess as in comparatively primitive Orissa, but that the system does prevail there is no doubt. In Bengal Proper, however, the Lieutenant-Governor also feels this, that the cesses, illegal though they be, do in practice to some extent take the place of the enhancement of rents to which by litigation the zemindar might perhaps establish a right, and there is little doubt that the people much prefer such cesses to any alteration of their old-established rents. Where, then, there has not been any recent general enhancement, and the cess system is not carried to very great excess, the Lieutenant-Governor is inclined to think that while the people do not complain it may be better not to embark on a crusade to put down such customary illegalities, and that we may perhaps trust to the gradual enlightenment of the lower orders to enable them so far to look after their own interests. In Orissa, where the exactions are so shameless and so little founded on any equity of any kind, it will probably be desirable to make more serious examples, when the inquiry which the Lieutenant-Governor directed is completed.

There is another form of local collections which is much more unjustifiable. In the original settlement certain items classed under the general name of *sayer* were included in the assets of the zemindars,—dues levied on produce brought to market, tolls taken on boats passing along rivers or on goods landed and shipped, and so on; but these practices having led to abuse, it was determined to abolish and prohibit them all, and to give compensation to the zemindars who had profited by them. A Regulation for this purpose was passed in 1797, and thenceforward all such collections were strictly

Illegal transit and market dues.

prohibited. All dues on transit or purchase and sale were declared to be illegal, and forbidden under penalty of confiscation of the estates of those who contravened the law. It was specially enacted that no dues whatever were to be levied in markets, saving only regular monthly or annual rents for shops; and for the market dues as well as for all other collections, full compensation was given. Yet it turns out that these enactments have been wholly set at defiance; dues on goods brought for sale are levied in almost every market in the country. One case has come to light near Calcutta, where the proprietor to this day draws from Government annual compensation for his abolished market dues, but has only moved the market to a short distance and there levies the dues just the same. On various pretexts dues are levied in many places from boats passing along rivers, and wherever goods are loaded or unloaded a zemindari tax-gatherer appears. It has come to this, that on the very main arterial roads made by Government, private persons levy tolls on goods shipped or unshipped from or to the road, and an attempt was made to levy tolls on the goods brought to the railway wharf at Patna. A full inquiry into these practices is being made, and the whole subject will engage the attention of the Government. To the market question there are, as a matter of expediency, two sides; but the dues on goods in transit are an unmitigated evil when levied for private gain only. It may further be here mentioned that the ferries in private hands appear to be very little regulated, and probably have become in many places the means of levying a private tax."

To complete the whole subject of local taxation as it existed, it may be added that the municipal income under existing municipal laws in towns in which municipal institutions have been established, is, according to the statements received a few months back, as follows:—

Calcutta	...	...	273,127
The Suburban Municipality and Howrah	...	...	46,847
All other towns under the several Bengal Municipal Acts, including two smaller suburbs of Calcutta	...	...	99,348
Towns under the Watchman's Act of 1856	...	...	11,373
Bazaar funds in a few places	...	...	240
Cantonment funds	...	...	2,917
Total	...	...	<u>434,340</u>

The municipal funds are devoted to police, roads, buildings, and sanitation. There is not at present any provision for town schools.

Excluding Calcutta and the Suburbs, the whole local taxation of the Bengal provinces stands as follows:—

Summary of local taxation.		
Net proceeds of tolls, devoted to maintain-	£.	
ing roads	100,000	
Other cesses for maintenance of roads ...	3,750	
Postal cess	24,700	
Municipal taxations of all the towns in the interior	113,878	
Estimated receipts for village watchmen under the Act of 1870	10,000	
Total	252,328	

or in round numbers a quarter of a million sterling.

It is evident that this sum as the local taxation of 64 millions of people is very small indeed. Comparing it with the local taxation of other provinces, it will be evident that Bengal is in this shape far more lightly taxed than any other part of India.

These being the existing conditions of local taxation, the attention of the Government of India was some years ago drawn to the extreme want in Bengal of the improvements supplied in other provinces by such means—to the insufficiency of the means of communication, the absence of roads in the interior of the country, the want of any means of adapting and improving by art the wild and uncertain water-ways, and especially to the extreme want of any provision of any kind for the education of the people. The principle was asserted that these things must be done by local taxation, and the Supreme Government refused to give any further funds for roads and education in Bengal beyond those already allowed. The question then arose how and on what property local taxes were to be imposed; and as by far the greatest and most valuable property was the land, it was indispensable that it should be first settled whether cesses were to be imposed on landed property, and how they were to be imposed. The Bengal zemindars and their organs stoutly asserted that the land revenue having been fixed for ever, no additional taxation of any kind could be put on the land, and that whoever was taxed, the land must be exempted. Some of the officers of

the Civil Service employed in Bengal gave countenance to this view, and a hot controversy raged for some time. Eventually the whole question was referred to the Government in England, by whom it was formally and finally decided that property in land should be liable to local taxation for local purposes like any other property.

A committee headed by Mr. Schaleh, the Senior Member of the Board of Revenue, was appointed to devise a plan for this purpose, and made a report proposing a plan of assessment for roads before the present Lieutenant-Governor's arrival. The Lieutenant-Governor, Sir W. Grey, who was not very favourable to the views adopted by the Government of India, and who took a somewhat discouraging view of the proposal, left the matter undecided to his successor, and so Mr. Campbell found it.

On considering the whole subject very carefully, it seemed to the present Lieutenant-Governor that on principle fixed or immovable property (real property as it would be called in England) is most fairly liable to taxation for improvements of a fixed and immovable kind and of a material character, while for benefits not so fixed and material, it would be fair that all property, and perhaps all income of all kinds, should be taxed. In this view he had doubts whether a tax for education could properly be put upon immovable property only, or on the land in particular. On the other hand, questions then pending with regard to the imperial income tax and other considerations made it difficult to attempt a direct tax for education upon all property, movable or immovable. It may be added too that while it would be impossible to assert any antecedent special obligation on the zemindars to educate their ryots, the obligation to keep up the roads has attached to landholders in the East as well as in the West from time immemorial. "Prepare the way before him, make his paths straight," has always been an order issued in the East when a great man moves, and which has come down to the times of many modern officers, just as "mend your ways" and similar expressions point to the most prominent of rural obligations in the West. In the engagements of the permanent settlement, made at a time before roads were macadamized, there is perhaps some ambiguity in the expression which bound the zemindars to make bridges and to keep the roads open for travellers, and it has been urged that this last merely binds them to protect the roads against robbers; but since it is certain

that the Government did not then make the roads, and if the roads were impassable there could be neither travellers nor robbers, it seems to the Lieutenant-Governor that, read by the light of the custom, there really was an express obligation to keep the roads passable. Under all the circumstances, the Lieutenant-Governor thought it would be best, and most consonant with the instructions of Her Majesty's Government, to begin with a cess on immovable property of all kinds for roads, canals, and other means of communication, deferring the question of an educational cess of any kind. Looking then to the scheme prepared by Mr. Schalch's committee, it seemed to him that that plan threw too great a share of the burden upon the ryots; but otherwise, considering

The Road Cess Act.

the very great local knowledge and experience of the officers who framed that scheme, and the general equity of its provisions, he thought that it might be accepted as a basis on which to found a detailed measure for the settlement of this vexed question. Such a measure was accordingly prepared under the Lieutenant-Governor's direction, and was submitted to the Bengal Legislative Council, by whom it was treated with very great care and very laboriously elaborated. After full discussion it was passed in a shape which had the Lieutenant-Governor's concurrence and approval, and, eventually receiving the assent of His Excellency the Viceroy, became law.

It must be understood that the labour undertaken in framing a measure of this kind

The valuation of the land.

for Bengal was very different from that involved in imposing a cess of the same kind in other provinces. In all other provinces the land has been valued, for the purpose of assessing land revenue, with very great skill and care,—after detailed measurements with every appliance which could secure the greatest approximation to accuracy. It is seldom too that in other parts of India rights in the land are shared by more than two grades, the landholder and the ryot or cultivator. In some provinces there is but one grade, the cultivating proprietor holding direct from Government. In all other provinces then an accurate valuation of the land existing, and the proprietors being known and recorded, when it is proposed to impose a cess on the land, nothing more is necessary than to fix a rate in proportion to the land revenue as already assessed. In Bengal, on the other hand, no field measurement of any kind exists. There is no means of distinguishing the relative proportions of

cultivated and uncultivated area ; the rights in the land are split up in an infinite variety of grades and sub-grades of proprietary right in every variety of form and shape, and of none of these rights below those of the original zemindar is there any record or register whatever. Even the register of the superior proprietors holding direct from Government has almost fallen into desuetude. It may in fact be said that we do not know who the holders of the land in their various grades, or in any grade, are.

The land revenue assessed in the last century, when the conditions of the country and the relative capabilities of different districts were vastly different from what they now

Revenue now bears no relation to value of land.

are, bears no sort of proportion to the present value of the land. While in some places the revenue may still amount to a tolerable assessment, in others it amounts to no more than a very small quit-rent. The total rental of each estate may be to the revenue in the proportion of 3, 10, 50 or 100 times. It is evident then that the land revenue could not be taken as any guide to an assessment upon landed property ; on the contrary, the value of the property and the free income of the proprietor are in the inverse ratio to the amount of the assessment. Thus, then, on the first occasion on which a cess is imposed on immovable property in these great provinces, we must first undertake a gigantic work, that is to say, the valuation of the lands and of the various rights to the land, and the record of the holders of these various rights.

The Bengal Road Cess Act of 1871 is a measure which first provides for this valuation and for this record ; it also imposes rates on houses, mines, and other immovable property. It then establishes local bodies, either nominated or elected from among the rate-payers, which are to ascertain the needs of districts and localities in regard to roads, canals, and other means of communication ; to bring on their books all roads, &c., which it is thought desirable to maintain as local public communications ; to determine the work to be undertaken in the current year ; and to strike a rate for the year to meet the necessary expenditure on the whole immovable property of the district. This rate may in no case exceed one-half anna in each rupee of the net profits of the landholders and other owners, that is about three per cent.

Provisions of the Road Cess Act.

The valuation is to last for five years, and to be subject to revision at the end of that period. The Members of the Council insisted on a provision that the canals maintained should be canals of communication only, and not canals for irrigation, they having rather a dread of projects of the latter kind.

The Act is not to come into force at once all over the country, but to be introduced gradually into such districts as the Government may see fit. When it is introduced, the process of valuation commences and necessarily occupies a considerable period. The zemindars are bound to render an account of all rents receivable by them from their under-tenants, it being provided throughout, in addition to penalties for false returns, that no rent not returned shall be recoverable by law. When the zemindars' returns are received, if, as generally happens, their immediate tenants are sub-holders superior to the cultivating ryot; the same process is gone through with the sub-holders; they are required to file a statement of holdings under them, and so on, it may be through several gradations, till the actual ryot is reached.

In regard to cultivating ryots paying less than Rs. 100 per annum, no attempt is made to distinguish between the different classes of ryots possessed of more or less beneficial interest in the soil. It is not sought to make an actual rack-rent valuation of the soil, but only an account of the rental actually paid.

While the greater part of Bengal was held by large landholders, in some eastern districts the settlement was made with very small people; and in all districts there are many holders of resumed rent-free lands and other small holders. Again, through the system of sub-infeudation, even in the districts containing the greatest zemindaries, a large proportion of the country has come to be held by comparatively small sub-proprietors, who do not themselves cultivate. To lessen the great labour involved in valuing these small holdings, so much more numerous than the large ones, and yet producing after all little in comparison, it is provided that small holdings paying less than Rs. 100 annual revenue or rent may be summarily assessed in a rough way, either in proportion to their payments to the superior holder, or with reference to the gross quantity of land comprised in the tenure, if that has been or can be ascertained. If the summary valuation is favourable to the proprietor he will accept it; if not, he is entitled to file returns of the

actual rental received from his ryots, so that he cannot pay on more, and may pay on less than his real rental. Here then also it is possible that the first valuation may not amount to a real valuation of the soil down to the very ground, and we may not reach the ryot holding under the petty proprietor.

As regards the details of the mode of valuation, the Lieutenant-Governor was naturally guided by the knowledge and experience of the able men who most thoroughly understand the complication of Bengal tenures. These complications are certainly such as to render the whole process somewhat alarming. But the result, so far as the valuation has yet gone, seems to be to show that the Lieutenant-Governor's trust in his advisers was exceedingly well founded.

Separate provision is made for the mode of rating houses and other immovable property, houses below a certain value being exempt, so as entirely to exclude the huts of the labouring classes. The houses of those who pay as landholders or ryots are also exempt if they have no other calling or profession.

Towns under municipal government are wholly exempted from the operations of the Road Cess Act, it being considered desirable that the self-government and taxation of such municipalities should be regulated by different rules.

The Road Cess Act proceeds on the principle that half the rate is to be paid by the occupiers, that is by the ryots, and half by the rent-receivers, each according to his own share of the profit. On the superior holders is also imposed the duty of collecting the money due from those under them, and paying the whole in a lump for each estate. A valuation roll of each estate, and of the district, being completed, and the rate for the year being declared, half of that rate will be published as the rate payable by ryots.

Incidence of the rate on the ryots.

The holder immediately above the ryots will collect from them the half-rate and pay to his superiors the full rate for his holding, less half-rate on the rent or revenue receivable by the superior; and each superior holder will pay to his own superior in like manner, till the zemindar holding direct of Government pays the whole rate on the whole estate, less half-rate on the share of profits which goes to Government as land revenue. The effect is that each holder passes on the

ryot's half-rate with a half-rate paid by himself on his own share of the profits.

The provision which throws half the rate on the ryot is one which caused to the Lieutenant-Governor much doubt and hesitation at the time,—he may say extreme doubt and hesitation; and he has been

Position of ryots under Cess Act.

subject to a recurrence of doubts and qualms of conscience on the point ever since. It is suggested, and not without an apparent reasonableness, that the ryots are the poorest and most oppressed class,—those who have least benefited by the permanent settlement, and whose wrongs have most need of redress; and that to throw on them so heavy a portion of this new taxation is inconsistent with all that has been said on the subject. The tax, it is suggested, should be one on property and not on labour. Nevertheless the Lieutenant-Governor was satisfied after the fullest consideration that he acted for the best in assenting to the present arrangement, and after each recurring spasm of doubt he has eventually reverted to the same conclusion. He desires to explain the considerations by which he was guided.

In the first place the original committee had proposed to put a much heavier burden on the ryot. The present arrangement is a large abatement on this original proposal, and constituted as are the powers and influences which prevail in the politics of Bengal, it would have been extremely difficult to impose the burden on the zemindar and to exempt the ryot. The Lieutenant-Governor hopes that he need not say that no such consideration could or ever shall induce him to consent to that which he believes to be wrong, but the situation described may well have its effect in settling a doubt between two courses, either of which may be right.

Next there is the analogy of many similar cases in the different parts of the United Kingdom. There local rates have sometimes been put on the owner and sometimes on the occupier; and in a country where a landlord is really an absolute landlord and the tenant is a simple tenant, it may be argued in theory that it comes to the same thing in the end whether it is put on one or the other. Yet even under these circumstances it is felt that in practice it is not quite the same thing, and the favorite method in most of the more recent instances seems to be the same as that adopted in the Road Cess Act, viz. to place half the rate on the owner and half on the occupier.

The argument which seemed to weigh most with experienced Bengal officers was this, that in the present state of Bengal, on whomsoever the cess is nominally put, the ryot will eventually pay. They say that with or without law, it will be imposed as an extra cess like the other illegal cesses to which allusion has been made, and that it may be better for the ryot to define by law his liability for half, and to try to make him understand that liability, than to leave him to pay the whole without definition. The Lieutenant-Governor, while not accepting this argument to the full, does nevertheless feel that the legal definition of an authorized cess and the measures taken to explain it to the ryots may have some considerable effect in teaching them to distinguish between authorized and unauthorized cesses, and so helping them to protect themselves against unreasonable extortions.

These are, however, but preliminary arguments. The Lieutenant-Governor's scruples have been chiefly overcome by an entirely different view of the subject.

(Reason for imposing cess on ryots.

The ryots may be divided into three classes—those who under the provisions of the permanent settlement in favour of ryots generally or in virtue of subsequent contracts are entitled to hold at fixed rents; those who have a right of occupancy subject to a regulated variation of rents, and tenants from year to year, commonly called tenants-at-will. Owing to the difficulty of proving an actual or constructive possession from the time of the permanent settlement, and to a rule which makes every man who or whose ancestors have in fact at any time submitted to any increase of rent, just or unjust, liable to enhancement for ever, it is to be feared that the ryots safely established in the first mentioned class holding at fixed rents are comparatively few in number. But in these cases, at any rate, it is abundantly clear that as they would mainly benefit by improved roads, so they should bear their share of the burden.

The line between tenants-at-will and occupancy ryots is not in practice very well defined; one class runs very much into the other, and in many parts of the country customary rents are regulated by the same customary rules in both cases. If the ryot is really a tenant-at-will, the argument that as the zemindar left to himself is pretty certain to make him pay the whole, it is better to lay down that he is to pay half, would very fully apply. It may be said, however, that the mass of the ryots are either occupancy ryots or ryots whose

rent is similarly regulated by customary adjustments rather than by the strict law of supply and demand and the rent definitions of the economists. In considering this matter then, the occupancy ryot may be taken as the normal type of the ryot to be dealt with.

Now, taking this normal ryot, it must first be said that there is reason to hope, as the Lieutenant-Governor believes, that his status has considerably improved of recent years. There has been a material improvement in the position and means of the Bengal agricultural community owing to the increasing demand for the great staples of commerce. It is hoped that the rise in rents has not been so great as to absorb the whole of the ryot's share in the general improvement. It may even not improbably be that if the proprietors, instead of levying irregular cesses, were systematically to pursue in the courts a course of enhancement to the utmost limits that the law allows, they might still establish grounds for further enhancement in many cases, while the expenses of such a mode of proceeding would fall very heavily on the ryots, whatever the event of such suits.

The law allows the proprietor to sue for enhancement whenever the productive powers of the land or the value of the produce have been increased by any means other than by the labour or at the expense of the ryot. Now, if roads and canals made by a local assessment on the proprietors open up the country, render it more easy to bring produce to market, and so increase the value of agricultural produce, it will follow in law and logic that the proprietors will be entitled to an enhancement of rent on that ground. Either then the ryots will have to submit to an increase of rent, or there will be given to the zemindar an additional incentive to that process of general enhancement by litigation which, in the Lieutenant-Governor's judgment, is of all things most to be deprecated in the interest of all parties. The view which under these circumstances he has taken is, that it is really better for the ryot that the law should step in, and by a summary rule make that adjustment which would otherwise follow by a long and difficult process. We now say to him—"Improvements are about to be made by which you, the ryot, will benefit as well as the proprietor, and on account of which, if they be made by the proprietor, you would be liable to an enhancement of rent. Instead of allowing that process to go on, we will impose on you a very light rate, which we believe that you are able to pay; the expense of

the improvements will be divided between you and the proprietor; they will not be improvements made otherwise than at your expense, but your own improvements in the expense of which you have shared; and thus by so sharing now you will avoid the liability to consequent enhancement hereafter." It is thus that the Lieutenant-Governor justifies the imposition of the half-rate on the ryots; he may be right or he may be wrong; but of this he is sure, that on the whole question he has been actuated, and he believes that his Council have been actuated, by a regard for the interests of the people at large.

It must always be remembered that the heaviest rate which can possibly under any circumstances be demanded from the ryot is $\frac{1}{4}$ anna on every rupee of rent, that is the 64th part, or say $1\frac{1}{2}$ per cent. if he is paying a rack-rent, and much less on the real value if he is holding at beneficial rates. It may be hoped that in many districts it will not be necessary in the first instance to levy the full rate, and if so, the cess imposed will be so much lighter. If, say, an average charge of 1 per cent. on the rental of the ryot were made in order to open out local roads and water-channels in every direction, such a charge would be a mere flea-bite compared to the cesses which so many zemindars now levy; and it may well be believed that in direct pecuniary return the benefits will more than compensate for so light a charge.

The measures taken to give effect to the Road Cess Act are as follow:—The Act was in the first instance introduced in sixteen districts in different parts of the country, those being chiefly selected in which, other things being suitable, the demand for money for roads, &c., had hitherto most largely exceeded the local collections; such were especially some of the metropolitan districts. Three districts have since been added in which it was shown that there was a similar necessity, making nineteen in all. In all these districts the valuation proceedings are now in active progress. A special Deputy Collector with suitable establishment has been told off to conduct the details in each district under the superintendence of the Collector. The whole operation is under the general supervision and control of Mr. Schaleh, the Senior Member of the Board of Revenue in charge of the Land Revenue Department, and himself the principal author of the Act.

At the same time that the Act was introduced into the districts above mentioned, the Lieutenant-Governor made a declaration in a resolution, dated 22nd August 1871, of the policy and intentions of the Government in regard to the funds hitherto distributed for local works. It was determined that all taxes and tolls raised locally in each district should be retained by that district for its own local expenditure, instead of being brought into a central fund at the disposal of the Government as hitherto. The main lines of arterial communication, both roads and canals, were distinguished as provincial communications to be maintained from general provincial funds; while it followed that any tolls levied on those lines of communication would go to the treasury which was to maintain them. All other roads and communications were left to the district committees, which were to settle those to be kept up. The effect of the assignment to the districts of all ferry and road tolls, together with any other local receipts of the same description, was that some districts, especially those of the Patna division, were, without additional taxation, a good deal better off than ever they were before. In Tirhoot and the other districts of North Behar a large revenue is raised from ferry tolls. In such cases the Government has not, for the present at any rate, sought to alter the existing system in the absence of any application from the people of the district for an alteration.

As respects the provincial income, and the funds which have been previously mentioned as at the disposal of the Government to supplement district funds, the declaration of the Government was as follows: "The Lieutenant-Governor does not propose to make any further allotments from general sources to the rich and populous districts, which may be considered quite capable of paying their own way. Anything that can be spared from provincial needs will rather be given to poor districts which have suffered from peculiar difficulties of communications." It follows that, such assistance being still given to the poorer districts as well as to all those into which, though raising little local revenue, the Road Cess Act has for any reason not been introduced, the only saving to the general provincial revenues resulting from the Road Cess Act will be the sums in excess of local collections hitherto given from general sources to some of the richer districts, the Road Cess Act being introduced into which, they may now be expected to find money for their own local roads.

As has been before said, the valuations gradually proceeding downwards through several grades must be a somewhat long process, and it has been thought better to carry it out with full care and caution than to hurry it with a view to touching the money at a very early period. Nevertheless the progress made is as good as could possibly be expected, and the difficulties appear to be far less than the Lieutenant-Governor was at one time inclined to anticipate. Actively as the organs of the zemindars opposed the measure before it became law, now that it is law there has been no considerable obstruction or opposition. It is believed that, as a rule, the different grades of proprietors are fulfilling their obligations loyally and quietly, and that the returns are as approximately correct as could be expected in a first valuation. Most of the superior holders have sent in their rent-rolls, and a good many of the inferior grades have also been disposed of; while a large proportion of the small holdings have been already valued. There seems to be every reason to expect that by the end of the present road-year (road-making begins and ends with the rains), the valuation will be sufficiently complete in most of the districts first commenced to enable the committee to raise a rate for the ensuing year, that is the year commencing 1st October 1873. In one or two districts the rolls may be ready even earlier, the progress made being greater than could have been hoped. In fact in two or three districts the completion of the valuation is reported to be already within sight.

The Lieutenant-Governor has the greatest confidence in the care and experience of Mr. Schalch in the conduct of the valuation. On only one point has some difference of opinion occurred between Mr. Schalch and himself. Mr. Schalch is inclined to think that, on this first occasion of a valuation, it is not desirable to press it too much down to the ground,—to use a phrase before adopted. Seeing the magnitude of the work, and the vast variety of tenures to be recorded, he has wished, for the first five years' valuation, to be content to get a tolerably correct statement of the rentals of the superior tenures and principal sub-tenures. In regard to the minor proprietary holdings and sub-tenures of various kinds, he would make a very liberal use of the power of summary valuation of such holdings given by the Act, putting them at so easy a figure that the holders are not likely to demand an

Discussion as to treatment of small holders.

actual valuation. He thinks that we shall thus complete our task more quickly and easily, and that if we make so much ground sure in the first valuation we may, if we so desire it, complete our operations in the next valuation five years hence, and value the rental down to the very ground. In all this so far as it goes the Lieutenant-Governor most fully concurs. As a financial question he has no doubt whatever of the soundness of Mr. Schalch's view; he believes that the additional cess obtained by pressing further the valuation at present might really not be worth the additional labour, expense, and delay. But on the other hand he feels strongly one difficulty. The ryots will under the Act be declared liable to pay the half-rate on their rents. If a man has a holding from which he draws Rs. 200 as rent, and it is summarily valued without returns at Rs. 150, he will collect from the ryots half-rate on Rs. 200, equal to the whole rate on Rs. 100, and he will pay on Rs. 150, so that the ryot will pay two-thirds and he only one-third. There may indeed be cases a good deal stronger than that. If in the case above mentioned the sub-proprietor pays Rs. 100 to his superiors he will then thus pay on $150 - \frac{100}{2} = 100$; that is exactly what he gets from the ryots, and will pay himself nothing. To obviate the unseemliness of extreme cases of this kind, the Lieutenant-Governor has somewhat urged on Mr. Schalch to take care that small holders are not let off too easily. The provincial finances are so flourishing that he would rather submit to some delay than have a very large number of cases in which, owing to under-valuation, the proprietor collects on the full rental and pays on an assumed rental less than the real rent to a very excessive degree. It is, however, only a question of degree, and the Lieutenant-Governor has no doubt that Mr. Schalch will manage the matter discreetly and well.

In most of the cess districts committees have been appointed to carry out the purposes of the Act. They cannot be asked to strike a rate till the valuation is sufficiently advanced, but they will have much occupation in selecting and laying out the works to be undertaken in the next few years, and making other preparatory arrangements. It has not yet been found possible to attempt election by constituencies scattered over great areas, and the sub-committees for portions of districts have generally not yet been arranged. Probably it may be better not to try elections in the

country districts till we have felt our way by experiment in the more limited area of towns. Meantime the committees have been selected from the best representative men of all classes so far as possible, some officials being added to a majority of private persons both Native and European. By the Act two-thirds of the committee must be non-officials. Native and official prejudices have interfered with the appointment of men of the ryot class in some districts, but in some the ryots also are represented. The Lieutenant-Governor hopes that this will eventually be more generally the case. The existing local funds and the supplementary grants given by Government have been at once made over to the committees. Similar committees have been or are being established in all other non-cess districts for the management of the funds just mentioned."

It has been stated that the Bill to facilitate drainage in certain districts of Bengal is a local experiment only.

The Drainage Bill.

An engineer officer had devised a scheme for draining a large extent of swamp-drowned land in the country near the scene of the fever in Hooghly and the confines of Burdwan, by which both the drainage of the country would be improved and a large area of land would be rendered culturable or improved, so as more than to pay the cost. It was believed that the leading zemindars were inclined to accept the scheme, and this Bill was passed to enable them to do so. The scheme was to be carried out if the majority of the landholders decided to do so, and the cost was to be assessed on them in proportion to their respective interests, and on the inferior holders in proportion to the lands held by them respectively. It was not found possible to take the votes of all the inferior holders interested, but the rule was laid down that, whatever the result of the scheme, no such holder who had no vote should be assessed for more than the value of the benefit he had actually received.

Considerable delay occurred in ascertaining the wishes and taking the votes of the proprietors, and it was found that the scheme needed a good deal of additional survey and preparation as regards the engineering details. But eventually the proprietors decided to go on with the measure ; new estimates and detailed plans have been prepared, and it is hoped that it will now be carried out effectually.

The Embankment Bill has been mentioned as still under consideration and surrounded by many difficulties. In truth,

The Embankment Bill.

in these provinces protection from floods and excess of water is a much more patent and ever-recurring need than irrigation works; there is hardly a season in which serious catastrophes in connection with floods on rivers, irruptions of the sea, and bursting of embankments, do not occur. There is probably no question which is so little settled as the best mode of dealing with embankments, and the subject has never been very systematically dealt with in these provinces. In Orissa, under a temporary settlement, the liability of Government to keep up many embankments and to give remissions when damage is caused by their bursting, seems to be acknowledged, and Committees and Commissions have sat and resat on the subject without coming to any very definite conclusion; but in the other provinces things have been a good deal left to chance. In old days, when the zemindars were rent collectors accounting to the Government, they sent in bills showing money expended out of the gross revenue for the necessary embankments. Under the permanent settlement this expense was deducted from the revenue, and they were bound to keep up the embankments according to use and wont. This obligation, however, has never really been enforced; they have kept the embankments up no more than suited their own purposes. Holders under them seem to have no remedy if they do not do so; indeed, it is seldom clear whether the original zemindar, or those to whom they have sub-let in perpetual tenure, are bound to fulfil the original obligations. Rivers have changed their courses, embankments have been carried away here and put up there, the old embankments to which the landholders are bound by use and wont can rarely be traced. Meantime on every occasion of great calamity the Government, as parent of the country, is obliged to step in and do what is absolutely necessary. In early days the Raja of Burdwan having failed to keep up his embankments, an arrangement was made by which the Government took from him the sum originally allowed for the purpose and assumed the duty; but in other places Government has done the work without any such arrangement or compensation. In the 24-Pergunnahs along the Hooghly this has been the case. And in modern days, when we take more heed than formerly of local calamities, and water-engineers and other engineers are spread over

the country, the demands for works to be undertaken as absolutely necessary to save large tracts have become more and more pressing. It has seemed necessary to make some arrangement to protect Government from an ever increasing obligation. At the same time the want to the country generally of some means of arranging embankments and drainage channels for the common good has been much felt. The new Embankment Bill in effect abandons the special obligations of the zemindar as practically obsolete and incapable of enforcement. Not so as regards the obligations of Government; the native interests in Bengal are always ready to press these to the uttermost, and delays have principally occurred in ascertaining to the maintenance of what embankments the Government is properly bound. It is proposed that any such obligations should be distinctly specified, and that for all other embankment works found to be necessary, the proprietors of all grades should be liable, the zemindar first, and then each under-proprietor according to his degree in proportion to the benefit received. Here also the question crops up whether the ryot is to be charged, and that has not yet been decided.

It may be stated here that after a long discussion, resulting out of the report of the Famine Commissioners, the Government of India has during the past year practically

Provision for poor relief.

decided that it is not desirable to impose a direct local taxation on the zemindars for the purpose of relieving the poor of their estates in time of famine. The Bengal Government has consequently tried to arrange the matter in the following manner. It is proposed to take advantage of the system prescribed by the Road Cess Act, under which the roads and other works to be undertaken are systematically registered, and to request all local committees, whether in cess districts or in other districts, to prepare and keep ready plans for local works considerably in excess of those for which provision is made in any current year, the object being that in case of famine or excessive distress these works may be put in hand to give employment to the people. It is proposed that in times of prosperity a portion of the income shall be saved and gradually accumulated, so as to be available in times of distress. If the local authorities thus find useful work for those able to work, the Government and the charitable public, including it is to be hoped the landholders, must between them support in time of famine the old, weak, and helpless.

Having disposed of all questions involving any special local taxation of the land which have arisen during the year, we now proceed to the subject of municipal self-government and self-improvement by means of taxation imposed by or through the people of towns and villages themselves. The total amount of the taxation raised for this purpose in municipalities of several classes has been already stated, and the statement shows that in reality three-fourths of the income under this head is raised in Calcutta and the suburbs, say about £320,000 per annum; while in all the remaining towns of the country the taxation little exceeds £110,000 per annum.

In Calcutta proper the taxation is undoubtedly somewhat heavy. The annual incidence is as nearly as possible Rs. $5\frac{3}{4}$ per head of the population. The total taxation on the rental of house property in Calcutta stands at present as follows:—

General rate, 9 per cent.; lighting-rate, 2 per cent.; police-rate, 2 per cent.; water-rate, $4\frac{1}{2}$ per cent.; or $17\frac{1}{2}$ per cent. in all, of which $10\frac{1}{8}$ per cent. falls on owners and $7\frac{3}{8}$ on occupiers. Besides all this there is a license tax on trades and professions, and license fees for carriages, horses, and registration of carts; but most of these taxes do not press on the poor more than on the rich, and in truth, heavy though the burden be, the Calcutta taxation has not been thrown away; very great improvements have been effected. The principal items in the income of the past year were these:—

	Rs.
House-rate	9,65,414
Lighting-rate	2,04,730
Police-rate	2,40,378
Water-rate	5,66,932
Licenses on trades, &c.	2,44,972
Ditto on carriages, &c.	1,03,385
Ditto on carts	48,614

The whole income from taxation may be said to be about £250,000, the remainder shown in the returns being mere matter of account.

In last year's report mention was made of the great success of the water-works and drainage, and some details of the various undertakings and improvements were given in the chapter on Municipalities. It was also stated that the health of the city had greatly improved. That improvement

has been fully maintained. The following shows the number of deaths in each year for several years past:—

1865	23,242	1869	12,795
1866	20,283	1870	10,102
1867	12,097	1871	10,300
1868	13,733		

The success of the drainage works, so far as they have yet gone, has induced the Municipality to propose, and the Government to sanction, a further extension of this great undertaking into the more native quarters of the town; this and other undertakings have involved a further addition to the debt incurred and to be incurred, which now stands as follows:—

	Rs.
Borrowed on debenture (under old Act for drainage and other works)	55,00,000
Due to Secretary of State on 7th March 1872, on account of loan for water-works	52,00,000
Due to Secretary of State on 7th March 1872, on account of loan for new market	3,00,000
Total due on 7th March 1872	1,10,00,000

An Act passed in March 1872 authorises the Municipality to borrow a further sum of Rs. 30,00,000, of which Rs. 7,00,000 had been drawn up to last account (making total debts Rs. 1,17,00,000) and about Rs. 22,00,000 more is in course of expenditure for drainage, market, and water-works. The municipal debt of Calcutta will thus soon approach a million and a half sterling.

The Act of 1872 insists on the establishment of a sinking fund for the paying off all loans. Not less than 2 per cent. on the original loan is to be in all cases devoted to this purpose.

In last year's report some account was given of the constitution of the Calcutta Municipality, and mention was made of a change by an Act passed in April 1871, by which the governing body were restricted to the Justices appointed for Calcutta; those for Bengal, Behar, and Orissa, who had been hitherto entitled to take part, being excluded. Calcutta is not included in the new Municipal Bill, and no further change has been made in its municipal constitution; yet it cannot be said that this constitution has worked very smoothly.

Although, as has been before observed, great improvements have been effected under it, and it is good in some respects, it may be said that not only was the constitution new, but also a very large portion of the success had been due to the remarkable personal qualities of Mr. Stuart Hogg, who has for some years filled the office of Chairman. His zeal and energy have conquered all difficulties, and his position had become so well established that he generally carried with him a great majority of the Justices, of various races and classes. Mr. Hogg has unfortunately been compelled by his health, affected by much labour and anxiety, to take furlough, and though his place has since been very well and efficiently filled by Lord Ulick Browne, it becomes more and more apparent that the position of the Chairman, as the nominee and representative of Government and the executive authority of the town, is far from a comfortable one; that the majority of the public officers who can look by their position and standing to a salary and allowances at all commensurate to or even considerably under those of the Chairman, would not willingly accept the position, and that it is with great difficulty that a man can be found who combines energy, tact, and other qualities, together with the standing and position necessary to enable him advantageously to fill so difficult and conspicuous a post. It was probably thought, and in fact was the case at first, that the nomination of the Justices by the Government gave the Government an amply sufficient power; but as time passes those functionaries being nominated without a term have become in practice a sort of life-peers, directly responsible neither to any constituents nor to the Government, and great variety of opinion springs up among the members of such a body, while most of them attend very irregularly. The change which took away the provincial Justices considerably diminished the strength of what may be called the ministerial party. On the one hand the Government has a good deal felt that while such great works are undertaken by large borrowing, it is hardly so much as it would desire relieved of the responsibility of sanctioning these undertakings, which are resolved on by a body nominated by the Government itself and not directly representing the tax-payers; and on the other hand, in the case of so large a body practically appointed for life, the influence and authority of Government or of the Chairman is by no means wholly paramount. Whether any change shall be proposed is a matter not yet determined.

Further details regarding the Calcutta municipality, and such information as is available regarding the working of municipalities in the interior, will be found in the chapter on municipalities.

In the constitution of the municipalities of the interior under various Acts of different dates, there is great variety. In some of the large towns the municipal body con-

Municipalities of the interior.

stituted under an Act of 1864 is not altogether unlike that of Calcutta, and these bodies have generally worked tolerably well, being neither so active in improvements nor so difficult to manage as that of Calcutta. In many more municipalities under a later Act the complaint chiefly is that power is too much monopolised by the Magistrate, and that the municipalities have not sufficient real self-government and vitality; but this Act has undoubtedly been very useful, and contains many valuable provisions which have been incorporated into the new Act. In many other towns under earlier Acts definite provision is made for police only, and some bazars and cantonments have funds and constitutions of their own.

The ancient indigenous village of India, that rural self-governing commune which has existed through wars and revolutions and the changes of

Decay of communal institutions.

many native dynasties, is too well known to need description here. But in truth it is to pressure from without that these communes owed their cohesion; it was the necessity of self-preservation that kept together these corporate units of which early Indian empires and states were made. It was because there was no effective government from without that they were enabled to maintain self-government within. Under a regular and comparatively settled Government they are apt to go to pieces, and under a completely regular Government such as the British Government in India, if they are not recognised and cherished, they go to pieces altogether. Where there is no compulsion the individual will always assert himself at the expense of the community. Such village communities still subsist in the hilly countries attached to Bengal, but in the plains of Bengal and Behar the communal constitutions seem to have been very much weakened even anterior to British rule, and in the last one hundred years of British rule and the zemindaree theory of property, they have almost disappeared. It cannot be said that in the more important provinces of this administration there are absolutely no self-governing institutions. Some traces yet remain; some things

are in some places regulated by village punchayets or by headmen, elders, or *aristoi* of some sort. But more and more the zemindary agent supplants the old mundal, and the landlord takes the place of the indigenous self-rule.

The Lieutenant-Governor has always believed that while on the one hand the task of really governing India down to the villages and the people is too great for the British Government, and on the other anything like national political freedom is inconsistent with a foreign rule,

The Lieutenant-Governor's view of self-government.

we may best supplement our own deficiencies and give the people that measure of self-government and local freedom to which both their old traditions and their modern education alike point, by giving to towns and restoring to villages some sort of municipal or communal form of self-government. Some years ago, when Chief Commissioner of the Central Provinces, he made a commencement of such a system in Nagpore and other towns. He has had that object especially at heart in these provinces, awakening as they are to a new light under the influence of the education which we have given to so many of the upper and middle classes. Seeing then the very various and confusing nature of the municipal constitutions heretofore existing, the Lieutenant-Governor has thought it very desirable to consolidate and systematise the whole law on the subject, ranging municipalities in different classes, and prescribing a suitable constitution for each, in all of which the element of self-government might be largely infused. He has hoped that in this way the whole subject may come to be better understood both by the officers of Government and by the people, and that the Government may be enabled gradually to introduce the privileges and the advantages of representative and elective institutions. The opportunity has been at the same time taken to revise the taxes which may be levied in the various municipalities, to regulate more exactly their weight and incidence, to amend and add to the existing Acts in the points where experience has shown improvement to be possible, and in some considerable degree to extend the scope and the objects of municipal self-government and taxation.

It was necessary to make provision as regards towns for the roads and canals which were to be made by a district taxation from which the towns had been excepted, so that these communications should not be interrupted when they came to the limits of towns; and it was thought that the great educational question might best be advanced, if not settled, in

connection with municipal institutions, rather than by a separate Act.

With a view to fulfil these objects, a new Municipal bill was introduced into the Bengal Council at the beginning of last session, and after engaging for many months the full and earnest attention of the members of the Council, was passed by the Council and approved by the Lieutenant-Governor in the beginning of August last. The Act still awaits the assent of the Viceroy, and being in that stage, the matter may be explained by here giving some extracts from a letter written for the information of His Excellency with reference to certain petitions against the bill on which the Lieutenant-Governor's comments were invited.

The new Municipal Bill.

“In one of the petitions it is said that the bill was unnecessary, inasmuch as the existing Acts are amply sufficient. The list of twelve Acts wholly, and two more partially repealed by schedule A of the present bill will sufficiently show how much consolidation of the great variety of Municipal Acts in force in Bengal was necessary. Something more than

Consolidation of previous Acts.

consolidation was necessary, because all these Acts were drawn by different hands on different principles, and generally without the least relation to one another. Besides various local and special Acts, the two old Acts of general character, XXVI of 1850 and XX of 1856, are very different, in their scope and provisions, both from one another and from the subsequent Acts; while of the principal of the later Municipal Acts, viz. III of 1864 and VI of 1868, it may be said that if they had been drawn by men from different planets, they could hardly have been more differently framed. Yet each of the Acts might be introduced into any town at the discretion of the Government of the day, and in fact in some places one and in other places another had been introduced all over the country. There was the most extreme variety of municipal constitutions. While the attempt has now been made to weld the whole of these discordant Acts together, with provisions taken from the Madras and other Municipal Acts, into one harmonious whole, the opportunity has at the same time been taken to review and regulate the whole subject of municipal administration and taxation according to our latest lights.

“The Lieutenant-Governor has been specially anxious so to mould the present bill that it may, as it were, meet and

fit into the Road Cess Bill, so that the two should form together a complete and, as far as may be, final scheme of local taxation. In this scheme he has tried to adjust the much vexed and much discussed questions of cesses for roads and education, so as to apportion the minimum of necessary burden fairly on all classes, and to leave scope for voluntary expansion hereafter in such a way as to avoid, if it be possible, the imposition of any further local cesses.

“Perhaps it may be necessary in some degree to apologize for the length of the present Act. Not only is it a great measure of consolidation embracing a great variety of subjects and various grades of municipalities, but also the Lieutenant-Governor may say that much of the length is due to the strictly legal habit which prevails in Bengal, and to the almost jealous way in which the powers of the executive are limited and hedged in with a view to quiet the susceptibilities of a critical native public. As representing the executive, the Lieutenant-Governor would have been well content with a much shorter and rougher bill which would have left much more to his discretion, as in the municipal Acts for some other provinces. But he has no doubt that under the circumstances of Bengal it is better that everything should have been regulated in the fullest detail.

“The plan adopted of detailing the various taxes which may be imposed at the option of the municipalities, and making separate provision for each in all particulars, necessitates a succession of special provisions which occupy a great part of the bill, but all or most of which will not be in force in any one municipality.

“Again, a very large portion of the bill (Parts X and XI) is taken up with municipal regulations, in respect of which the plan followed in former Acts has been adopted; that is to say, none of these regulations take effect of their own force in any municipality, but such portion of them as may be fitted for the requirements of, and be desired by any town municipality, may from time to time be introduced by the Government, and may be similarly withdrawn if found inconvenient or inapplicable. Village municipalities are wholly exempted from all these regulations. In respect of them no discretion is left with the Government. With reference to these regulations, the Lieutenant-Governor takes the opportunity to say for himself that he is very far indeed from desiring to push too far sanitary or other regulations which may effect some public good at the cost of great

individual vexation. On the contrary, he is inclined to introduce any regulations of this kind with great caution and reserve, feeling not only that our knowledge of these subjects is yet imperfect, but also that much regard must be had to the habits and feelings of the people, which, even in Europe and still more in this country, are opposed to great innovations in matters affecting their daily lives in their homes and neighbourhoods. The Lieutenant-Governor has pledged himself to the greatest moderation and the fullest regard for the wishes of the inhabitants in respect of these regulations, and he has no doubt that if the bill becomes law, they will not be abused by his successors.

“Allowing for the space occupied by the details of what may be called alternative taxes and optional regulations, the Lieutenant-Governor hopes that the bill is not longer than was under the circumstances really necessary, and he trusts that in skilful hands it has been arranged in so methodical a manner that the provisions for different places and different subjects are clearly and easily distinguishable, and the parts applicable to any municipality or class of municipalities may be very easily taken out and separated from the rest.

“Attempts have been made to throw doubt on the reality of the desire to give a liberal measure of self-government to Bengal municipalities, by suggesting that there is no sufficiently definite provision for the election of Municipal Commissioners, and by asserting that all real power will be monopolized by the Magistrate as Chairman. As respects elec-

Provisions for municipal elections.

tion, the Lieutenant-Governor has very fully explained in the Council that he has not thought it possible, while the matter is in so experimental a stage, to regulate elections by exact provisions of law, but he has in the clearest terms pledged himself that, so far as it may rest with him, the system shall have the fairest possible trial under the most liberal rules that can be applied to any municipality fitted for and willing to receive elective institutions. As respects the power of the Magistrate, who is ex-officio Chairman, it may be admitted that at present that power is generally great,—in some cases too great or too much exercised, the Lieutenant-Governor thinks; but at the Lieutenant-Governor's personal instance a very important change has been introduced in the present bill, enabling the elected Vice-Chairman to exercise the powers of Chairman in the absence of the Chairman, which will practically make the Vice-Chairman

the real head of all municipalities except those at the headquarters of the Magistrates. Another provision enables the Chairman to delegate all or any of his powers to the Vice-Chairman even at places where he is himself resident, a provision which the Lieutenant-Governor hopes will be largely used.

“As respects then the whole question of freedom of self-government, nothing can be more positive than the assurances which the Lieutenant-Governor has given that, so far as lies in his power, no effort shall be wanting to render the municipalities self-governing bodies. He has nothing more at heart, believing as he does that municipal government is the shape in which a measure of freedom may best be given to and exercised by the people of this country in the present stage of their national existence. He has said, and he repeats it, that he had rather see a little done voluntarily by the people themselves through their representatives, than a great deal done under pressure from above.

“After all, however, it is as a question of taxation that a measure of this kind will be most immediately judged, and the Lieutenant-Governor now turns to that part of the subject. He would especially call attention to this, that Provision of a maximum of taxation. differing from the Acts in force in or proposed for some other provinces, a strict maximum limit of taxation is laid down for each class of municipality. The Lieutenant-Governor will first explain the considerations with regard to which these maxima were fixed.

“As the Bill stands, there are certain subjects for which it is compulsory on municipalities to provide by taxation, and there are other subjects for which it is optional with them to raise and spend money.

“It always has been compulsory on all municipalities, under all the Acts, to maintain a sufficient police for their protection and for the maintenance of order. This obligation is maintained subject to the understanding that the superior officers of police will be provided by Government, the municipalities being by the provisions of the bill only bound to maintain a force sufficient to keep the peace, keep watch and ward, and perform the duties of *inferior* officers of police.

“All town municipalities are wholly exempt from the provisions of the Road Cess Act, and pay nothing whatever

in that shape for the maintenance of roads, canals, and other communications. It is manifest that they must have their

Roads. fair share of this burden, and after much consideration the

Lieutenant-Governor came to the conclusion that the best and most convenient plan was to adopt the system which he knows to have been followed in some European countries, viz. simply to place on municipalities the obligation to make and maintain the portions of district roads passing through their boundaries.

“ This arrangement was accepted by the Council. The arterial provincial roads will be maintained from provincial funds; in country and town alike; but when a district road approved by Government and paid for from district funds passes through a town, the town will be bound to maintain the communication within its limits. This does not apply to village municipalities, since they contribute to the District Road Fund.

“ The only remaining obligatory provision is in respect of education, and the compulsory obligation in this respect will be, the Lieutenant-Governor believes, very light. From

Education. this provision also village municipalities are wholly exempt.

It has not been thought desirable to force them to pay for education. It is rather hoped that by offering them some contribution on the part of Government, they may be induced voluntarily to contribute very small sums towards providing the simplest education. With respect to towns, the bill enacts that if elementary education is not available to the children of the residents at a fair cost, the Government may compel the municipality to provide it. It is, however, the Lieutenant-Governor's strong belief that there are scarcely any towns of the character to which this provision can be applied in which primary instruction of an indigenous character is not available, and he thinks that this obligation will hardly be felt. It is also provided that the Lieutenant-Governor may direct town municipalities to contribute towards the expense of elementary vernacular schools where the lowest rate of fee is charged; but such contributions shall in no case exceed one-sixth of the available balance of the municipal fund which remains after providing for the police, so that no heavy burden can be imposed under this provision.

“ It will thus be seen that the Bill goes but a very little way in the direction of forcing expenditure for education

upon towns. The Lieutenant-Governor's hope and belief is that the rest will come voluntarily in due time. There is among the people of most towns in Bengal a real and earnest desire for education, and for education of a kind beyond that afforded by the primary vernacular schools. The people have shown a disposition to make considerable efforts to help themselves in this respect, and the grant-in-aid system has been in such cases extremely successful, enabling them to establish, with Government assistance, many very well managed and effective schools. It is believed that very many municipalities will gladly avail themselves of the optional clauses of the Bill to establish superior schools partly supported by municipal funds, and that provision may thus be made for meeting a demand every way worthy of encouragement, without putting on Government a too heavy and increasing burden which, with its other obligations, it can hardly undertake. It may not unfrequently happen that a municipal school, with some Government aid, may with great economy and no loss of efficiency take the place of an expensive Government school.

"If then under the arrangement above described the towns provide superior schools, and aid primary schools within their limits so far as may be necessary, while the Government is able to give such assistance towards village schools as will induce the people of very many villages to establish primary schools, we may make a great step towards the solution of this great educational problem.

"Comparing the obligations of the municipalities under the compulsory provisions of the present Bill with those heretofore existing, we find that in villages they remain the same, without any charge whatever, being still confined to police only. In towns a further obligation is now imposed to maintain district roads passing through their limits, that being the necessary complement to the Road Cess Act. But since already they generally maintain the principal roads, the additional burden thus thrown on them will not in practice be heavy. The obligations in respect of education above explained are also new, but the compulsory provisions on this subject, as has been shown, will in no case involve any very heavy burden.

"On the other hand, it is the Lieutenant-Governor's decided hope that under the new Act some reduction may be effected in the cost of the municipal police, which has hitherto

Comparison of general result
with former system.

been by far the heaviest burden. He is inclined to think that hitherto the officers of the regular police may have imposed on towns a force of a character somewhat too high and expensive. The present Bill will give the municipalities a much greater voice in the appointment of, and a much more effective control over, the police for whom they pay than they have hitherto had, and they may be able by utilising them to save considerably in other ways. The total cost of municipal police is also strictly limited to a very moderate maximum.

“On the whole then, if some expense be incurred for roads and education, while some saving is effected in police, the Lieutenant-Governor hopes that there will in practice be very little addition to the obligatory burdens on the municipalities.

“There remain the voluntary objects of expenditure as laid down in sections 132 and 254 of the Bill, which are a good deal wider in their scope, but still confined by very strict limits of maximum expenditure. As the Lieutenant-Governor has already said, he believes that in many places in these provinces the people will be found to be really inclined to raise and spend money on some of the objects enumerated in the above sections for their own comfort and advantage. But he must here again very earnestly disclaim any intention to force them, or to induce them by any undue pressure to do so. He repeats once more that his view is to prefer a little done voluntarily to a great deal done unwillingly and in a discontented spirit.

“The maximum of total taxation in the different classes of municipalities has been fixed with reference to the above considerations. On the one hand it has been sought to obviate alarm and the apprehension of unlimited taxation by restricting it within a very moderate maximum, it being thought better to quiet people's minds in this respect even at the risk of checking large improvements in some instances; and on the other hand such a reasonable margin has been left between the minimum or compulsory expenditure and the maximum, as to leave room for a fair development of voluntary expenditure, sufficient to test that part of the system.

“In respect of village municipalities, the Council has thought it right to proceed with extreme caution, and has fixed the maximum total at no more than 25 per cent. in excess of the rate hitherto allowed for the watchman alone.

“ In larger towns this maximum (fixed by section 38) has been raised about 50 per cent., as compared to the maximum prescribed by Act VI of 1868. But it must not for a moment be supposed that the Bill contemplates that the maximum shall in all or most cases be taken; on the contrary, the probability is that it will very seldom be so. The compulsory taxation being generally little, if at all, increased, the raising of the maximum will only enable those municipalities which wish to improve to embark on a certain additional expenditure, if they choose to do so, and so far as they choose to do so under the strictly and *bonâ fide* voluntary system which Lieutenant-Governor hopes to see maintained.

“ It should also be explained, in connection with this part of this subject, that under the present laws considerable tracts of country, and many rural villages, have been frequently included in town municipalities, thus giving to townships a fictitious area and population; whereas by the present Bill (section 6) town municipalities are strictly confined to real town areas with a defined aggregate and density of population. It results that the total taxation which can be imposed in real towns is probably not greater than under the former Acts in many or most cases.

“ The Lieutenant-Governor will only further here notice the various taxes from among which each town municipality may choose its own mode of taxation. Village municipalities

Forms of taxation permitted.

are, as under the existing law, restricted to one tax only, except when they elect to follow their old customs. The taxes are set forth in section 38 of the Bill, and the provisions regarding them are detailed in sections 39 to 116.

“ The first form of tax is what is called a tax on persons, that is, on all persons residing in or owning property within the municipality according to their means and property,—provided that no person who does not reside within the limits is to be taxed on any other means than his property within the limits. This tax is to be assessed by the Municipal Commissioners, poor persons unable to pay being exempted by them. It is said that this is a rough local income and property tax. In the Lieutenant-Governor’s personal opinion a local tax of the kind is perhaps the least objectionable form of income tax; but be that as it may, he does not seek to justify it on that ground, but solely on the ground that it is the oldest, most used, and in some sense favorite (so far as any tax can be favorite) form of municipal taxation

in these provinces. It appears in the early regulations, it is one of the alternative forms of taxation under Act XX of 1856, and it is the sole mode of taxation under the more recent Acts VI of 1868 and VI of 1870. The Lieutenant-Governor has inquired a good deal on the subject, and he is assured that whenever there is the option between this tax on persons and a house-tax, the former is almost invariably preferred. He is told that even in some municipalities where the assessment is nominally on houses under Act III of 1864, it is practically levied according to the means of the occupant. The Lieutenant-Governor could therefore hardly do otherwise than propose this as one of the forms of taxation.

“The tax on holdings is in fact an assessment on houses, &c., of an annual value of not less than Rs. 6, and at a rate not exceeding $7\frac{1}{2}$ per cent. on the letting value. This tax is taken from Act III of 1864 and some of the local Acts, and does not require explanation.

“The tax on carriages, carts, and animals kept within the town, is taken from several of the existing Acts, and is evidently a fair means of supplying a fund, one of the objects of which is the maintenance of roads.

“The tax on trades and callings is taken from one or two of the existing Acts, and can only be imposed when the tax on persons is not imposed. There are mercantile and business places where most of the people of substance are engaged in trades and callings, and in such cases it will be competent to the municipality, instead of inquiring into people's general means, to impose a license tax as scheduled according to the trade or occupation followed.

“The suggestion of a tax on processions, such as is now levied in Calcutta and Patna, created much remonstrance from people who feared an undue interference with their social customs. It has therefore been restricted to very narrow limits, and to the case of large and noisy processions which require police regulation, such as may fairly be charged for. Funerals and religious ceremonies other than marriages are exempt, and the tax can only be demanded when more than four musicians, or when elephants, fire-works, or guns, are used. It will probably only be applied in very large and thickly populated towns, such as those above mentioned, where it has worked very well, and where unregulated processions with the accessories mentioned would be most dangerous to the peace.

“The duties on articles brought into the town or into markets; and the tolls on roads and ferries and on boats, are all in substance different forms of what are called

Octroi duties. octroi or town duties,—a very old form of local tax, which was and is legal under Act XXVI of 1850. This subject has been so frequently before the Government of India that it is not necessary that the Lieutenant-Governor should discuss it at length. There is no doubt that the system may be much abused if great care is not taken. On the other hand, there is equally little doubt that when properly regulated, under the ample powers reserved to the Government in this respect, it has been found in practice in most parts of India to be the most popular form of municipal taxation. It has not hitherto been tried in Bengal in modern times (though something similar is too often illegally levied by private zemindars) and Bengal officers seem to be somewhat averse to it. Still, seeing that in Behar and Chota Nagpore we have nearly twenty millions of a Hindoostanee population of manners and habits precisely similar to those of the people among whom the system is liked, and that in Bengal Proper also it may be found suitable to some places, the Lieutenant-Governor hopes that His Excellency the Viceroy will deem that he was right in recommending, and the Council in accepting, this form of taxation as one which considerable municipalities may try if they prefer it. If the Act is sanctioned, His Excellency may depend on it that the Lieutenant-Governor will be very fully on the watch to guard against the abuses of the system, of which he has already seen a good deal. It is said that most Bengal towns are very straggling, and that a customs line round them would be very inconvenient. It is therefore made optional to tax goods only when brought to the established markets, according to the old-fashioned system. Ferry tolls are a very old and general institution in Bengal, and a moderate toll on vehicles and animals entering by land by any road or bridge may sometimes be an easy substitute for regular town duties. In this land of rivers a tax on boats; that is, on vehicles entering by water-roads, is a necessary complement to the above system. Some great commercial marts, such for instance as Serajgunge, are almost all boats with very few houses, and yet wharves, roads, and other communications are eminently required. The Lieutenant-Governor has pledged himself most emphatically that, if the Bill is passed, he will make very sure that

none of these local dues are allowed to degenerate into transit duties.

“The Lieutenant-Governor now comes to the village municipalities provided for in part XII of the Bill. It is said by the objectors that Act VI of 1870 on the same

subject was only very recently passed. This is true, but it is because that Act is so recent, and has scarcely come into operation, that it has been found convenient to weld it into the new Bill with some emendations which the little experience already had shows to be required. That Act of 1870 was only what may be called a permissive Act, authorizing the Government to put the system which it prescribed in force in any villages at its discretion. The Act was only tried experimentally in a few places. In one district, where there are no service lands, the Magistrate has reported favorably of it; in the other districts where it has been tried in a few villages very serious objections have been taken to it. And this result, coupled with special objections entertained by the Lieutenant-Governor to the provisions regarding service lands, had induced him to stop its further operation; so that, except in the few places above mentioned, it was practically a dead letter. The opportunity has now been taken to amend it in accordance with the experiences which have been gained, and to adapt it to the general code of municipal law contained in the new Bill, while the greater part of its essential provisions is retained and incorporated.

“The Lieutenant-Governor would wish it, however, to be very clearly understood that the effect of part XII of the present Bill, far from being to impose on rural villages a new and complicated constitution unsuited to them, is on the contrary to soften the provisions of Act VI of 1870, and to enable the villages to retain their old constitutions without the too great changes (as the Lieutenant-Governor thinks) which that Act required.

“Act VI of 1870 provided one uniform constitution and one mode of taxation for all villages to which it might be applied; it introduced new watchmen and disposed of all the old service lands in one way to be noticed presently. In the present Bill, on the contrary, the Council adopted, at the Lieutenant-Governor's instance, a provision which he thinks of extreme importance (section 263), viz. that any existing usage by which the watchman of any village is remunerated may be retained by the punchayet with the approval of the

Magistrate of the district, instead of introducing a new form of taxation. If the watchman is remunerated by service lands, that form of remuneration also may be maintained. The existing watchmen are to be retained if competent.

“Act VI of 1870, while providing for villages a full municipal constitution and a uniform mode of taxation similar to that adopted in towns, confined the expenditure to the maintenance of watchmen only. The Lieutenant-Governor is very unwilling to do anything that may savour of forcing taxation on these rural communities, and he has proposed no compulsory taxation whatever beyond the old obligation to maintain a watchman. But he has been repeatedly struck by the great want of drinking water in many Bengal villages, and by the efforts of the people to obtain it, and by their not unfrequently expressed readiness to contribute to the cost if some arrangement could be made. He has also thought, as above explained, that many villages may be willing to co-operate with Government to re-establish that ancient indigenous institution of Hindoo villages, the gooroo or village school-master. Knowing how natives to the soil of India are village municipal institutions, and how much these rural communes are in the habit of doing for themselves in many parts of the country, the Lieutenant-Governor thought that he could hardly be wrong in recommending to the Council the arrangement which they have accepted, viz. to permit rural municipalities to spend their money, if so inclined, for the supply of drinking water, the support of village schools, and petty conservancy purposes, and for these purposes to raise their taxation to a point not more than 25 per cent. in excess of that hitherto prescribed for the payment of watchmen only.

“The Lieutenant-Governor has thought it well to take this opportunity of explaining in some detail the leading provisions of this very important measure, passed with a singular degree of unanimity after a most thorough, sifting, and exhaustive discussion in the Bengal Council. The Lieutenant-Governor feels that the Government and the country are especially indebted to the gentlemen composing the Council for the pains which they bestowed on the work. The heaviest share of the duty fell to Mr. Bernard, who prepared the Bill in the first instance, and on Mr. Beaufort, assisted by the Secretary, Mr. Cowell, who elaborated and completed it; but all the Members who sat on the Committee and the Council generally had a large and active share in the reduction of the measure to its present form.

“The Lieutenant-Governor is sanguine that His Excellency the Viceroy will think that the Members of the Council have earnestly and honestly endeavoured to provide a code of municipal law suited to the circumstances of the country; and which, while not unduly forcing self-government and improvement, or imposing a too strictly regulated taxation, gives much scope for voluntary advance in the path of progressive self-government, and enables the inhabitants of each municipality to choose the form and measure of taxation which each may deem most suitable to its requirements.”

The above then being the views with which the new municipal law has been elaborated, it is the Lieutenant-Governor's hope that if the Municipal Bill should become law, that Act and the Road Cess Act together, supplemented

Review of the measures of local taxation.

by separate enactments for embankments and drainage and such improvements, may form a sort of code of local government and self-taxation, the principles and different parts of which may be consonant with one another and capable of working together as one harmonious whole, and which, with such subsequent amendments as experience may from time to time show to be necessary, may give to the country the means of great advance, and teach the people the modes by which their wants may be supplied, and their affairs may be managed by themselves in a way that no foreign Government can do for them. In closing the last session of his Council the Lieutenant-Governor said—

“He could not dismiss the Members without thanking them very earnestly for the labour which they had bestowed upon the work of the Council. Although their work had not been much before the public, there had never been a session in which work more laborious, more useful, and more constant, had been done by the members of this Council. The main achievement of the Council during the session had been the Municipal Bill. That bill was but one bill, but it was at all events a very big bill, and he might say that it was a very important bill. His Honor's own view was that taking the Road Cess Bill of the last session and this bill which the Council had just passed, and which they might hope would receive the sanction of the Viceroy and would soon become law, the Council would have passed a very complete code of local self-government for Bengal. We shall have given to Bengal a system of local self-government which will enable it to cover the

country with roads, canals, and means of communication, and we shall have given to the country the means to introduce, not suddenly and all at once, but gradually, municipal self-government everywhere. The Municipal Bill was designed to meet the wants of communities of every class. It proposed to introduce, wherever people were ready to receive it, a system of self-government, of an advanced and complete character in cities, of a less complete and expensive character in towns, and of a very simple character in rural villages. The principle upon which the Government had proceeded in the measures of the last two sessions had been this, that for benefits exclusively material, that was to say, for the improvement of communications and facilities of intercourse in the country—for those material improvements which would add to the value of the fixed property of the country—immovable property only should be taxed; but for all other matters—for education, for conservancy which affected health, and for other benefits which were the result of intelligent self-government—taxation should extend not only to immovable property, but to all kinds of property. That had been the principle which had been affirmed by the bill of last session and by the bill which the Council had that day thought fit to pass.

“The bill had left it optional with communities to deal with very many subjects. It had attempted to deal by way of compromise with one very important subject which had considerably occupied the attention of this Council, and which had been the subject of very great discussion, both official and non-official, namely, the vast and important subject of education. It had been said, and with truth, that the educational destitution of the masses of the people of this country was very great and very lamentable. The Government of India being very much alive to the responsibility which we had incurred by the existence of such a state of thing had very much pressed for several years past upon the Government of Bengal the necessity of doing something towards educating the mass of the people. The Council were aware that the question of local taxation first arose to some degree with regard to this particular subject of education. The discussion regarding a cess upon land also was connected with that subject. His Honor had informed the Council in the course of last session that the Government of Bengal did not see its way to make education a special tax upon land; we rather thought that property in general should be taxed for that.

object and not any kind of property in particular. At the same time that we felt the immense importance of educating the people, we also thought that in starting the machinery provided by this bill we should not undertake too much in too sudden a manner. Well, the clauses of this Bill, which dealt with the subject of education, represented the compromise which the Council had been pleased to accept; the result of that compromise was this, that in towns to which this Act might be extended, education to a certain extent should be insisted on, that is to say, if it was found that in populous places the means of primary education did not exist, the Council thought fit to give to the Government certain powers to insist on those places which were rich enough for providing the means of primary education. On the other hand, with regard to rural villages, we had thought that the time for compulsion in respect of education had not yet arrived; the devotion of a portion of their funds to education would in village municipalities be optional. But our hope was, that seeing, as they must see, the advantages of education, the more advanced villages would take advantage of the provisions contained in this bill, and the Government would help those who helped themselves to a reasonable extent.

“The views which the Government of Bengal held on the subject of taxation, and which the Council had been good enough to accept, and which he hoped the country would accept, were represented by these bills for local self-government. This system of self-government involved a certain amount of local self-taxation for the benefit of the tax-payers. The Government in effect said this—‘Imperial taxation you pay for the protection afforded to you by the army, the police, Courts of Justice, and such like, supplied from imperial sources; from the same source a certain moderate sum is allowed for education, medical aid, and other benefits; the rest you must do for yourselves by this system of local self-government which we have given to you.’ He hoped he might be able to say to the municipalities of the smaller kind—‘If you help yourselves we will with pleasure assist you; we will assist those who help themselves.’ He hoped he should be able to give a very considerably increased grant for the education of the masses, that was to say, for village schools; that he should be able to give a very considerable portion of the cost of such schools to those villages which, under the provisions of this Act, established schools. We had saved the money by our economies, and he hoped to devote it in this and other ways

to promote self-help among the people. That being so, he might say that so far as taxation was concerned, the Road Cess Bill and the Municipal Bill taken together formed a complete scheme of local rating beyond which it was not the intention of the Government to go at present; for himself and the present time he hoped that there might be a sort of finality in the present scheme, and that no more provincial or local taxation would be required. We should devote ourselves to the honest working of these bills for the good of the country."

In the above extracts a good deal is said about the finance of education, and before closing this report it may be well to say one or two words in further explanation on that point;

Educational finance.

because while feeling as much as any man can feel the great importance of popular education, the Lieutenant-Governor fears that it is in this respect that he has least completely carried out the original proposals of the Government of India. He has not proposed any special cess for education only; he has not proposed to make it compulsory to find the means of education except to a very small extent in considerable towns. The bill just elaborated by the Bengal Council makes the arrangements for primary education in villages and for higher education in towns voluntary and not compulsory. Perhaps some explanation may then be required of what may appear a sort of failure in this respect.

The despatch of the Secretary of State had authorised the postponement of an educational cess, and after very prolonged consideration it appeared to the Lieutenant-Governor that upon the whole the disadvantages of a special educational cess would at present at any rate outweigh the advantages, and that it would be better to try to attain the desired end gradually by voluntary means in connection with self-governing institutions and general municipal and communal taxation. The plan which after much thought approved itself to his mind was to try to stimulate and draw out local efforts and local contributions by an aid on the part of the Government towards primary instruction as liberal as was compatible with the means of the Government. To this end the way was paved by the fact that the Government had succeeded in establishing a surplus of ordinary income over ordinary expenditure. It had also, as above explained, announced, in bringing into operation the Road Cess Act, that it would henceforth not hold itself bound to continue to rich and populous districts

grants from general sources for purely local communications such as had grown up of recent years in the absence of any system of local taxation. By this means, as the Road Cess Act takes full effect, some additional funds will be set free in the hands of Government to be added to the ordinary surplus. It is hoped too that as higher schools managed and aided by municipalities become more and more self-supporting, the disproportionate aid now given to higher education may not be so largely required. From these various sources, the Lieutenant-Governor believes that he may fairly calculate on a considerable available income for some years to come; and deeming as he does the primary education of the masses to be our first necessity, he proposes to set aside—has in fact already set aside—considerable sums to be used to encourage voluntary effort for education of this popular sort. If these means do not fail him, he hopes thus to be able to avoid the necessity of early recurrence to an educational cess. It was in that view then that he was able to say that he hoped to avoid further measures of taxation, whether provincial or local. If these expectations fail, or the course which he has followed should not meet the approval of higher authority, the machinery supplied by the local Acts will admit of making compulsory the provisions for education which it is now proposed to make voluntary only. Education may in that case be made one of the compulsory duties of municipalities, great and small, just as police is compulsory on all. On the whole, however, Mr. Campbell would not recommend such a course, and he hopes that it may be considered that in a position of much difficulty he has exercised a reasonable discretion. At any rate since he has taken that course, it will perhaps be thought best to let the result be seen by some experience before adopting another.

The course pursued in regard to the provision of funds for education being thus explained, there remains the administration of the Educational Department. In this department great changes have been effected and many measures have been undertaken which have very greatly occupied, and still occupy, the attention of the Government. The circumstances have been such that it was necessary that these

Education.

measures should be for the most part worked out by the Government itself, and therefore instead of placing the report of this department in the appendix with other departments, it has been thought better to attach an account of the educational proceedings of the last year and a half to this portion of the annual report. That account will be found immediately following these pages. It must be evident, however, that it is impossible that the Government can continue to devote so large a share of time and attention to the details of any one department, and that the success of the measures which have been determined on and initiated must mainly depend on the active and efficient working out of these measures in practice by an officer at the head of the department willing and able to do so in a thorough and complete manner, with the zealous and earnest aid and co-operation of the local and inspecting officers, which it is confidently trusted will not be wanting.

In the prescribed arrangement of statistics and the order of subjects now usually followed in the Administration Reports,

under the general head of in-
struction are classed statements

The Native Press, &c. regarding the press, scientific and literary societies, and such subjects. It has been found that the information available on these subjects has not been put into so complete a shape as could be desired, and it is therefore better to reserve for another report any attempt to give precise information in regard to them. Besides the Bengal Asiatic Society, the Social Science Association, and other important metropolitan institutions in which Europeans and educated natives meet on common ground, there are now throughout Bengal many associations and "scientific and literary societies," and some societies bearing more ambitious titles, such as "People's Association" and "Radical League," all of which are the outcome of the progressive spirit of the educated youth of Bengal, and which, if not all very fully established or very completely justifying the titles which they assume, are nevertheless an earnest of things to come, and on the whole much to be encouraged. Some of them are already interesting societies with much reality and substance in them.

It has been mentioned that the number of publications registered for transmission by post is not large when compared to Bombay with its much smaller population; but still among the educated sections of the community the

native press in Bengal is a very active and important power, and shows much talent and intelligence. It is free spoken in the extreme, and perhaps hypercritical in every thing that concerns the British Government; but notwithstanding the excessive freedom or even license of the expressions used, the Lieutenant-Governor has no doubt that the educated natives of Bengal are in reality thoroughly loyal. All their aspirations are in directions in which we have taught them to look; they know very well that their position would have been very different under any other rule. They only seek to surpass us in our own qualities, and are a little too hasty in imagining that they can already do so.

Some of the native journals have been particularly loud in their criticisms of the present Government of Bengal, and as those of censors, devoted to probing every possible weak point in the measures of the administration, their comments are not without interest and importance. It is one of the difficulties of a Government constituted as is that of Bengal, where there is none of the screen thrown over such a composite Government as is expressed by "the Governor in Council," keeping from the eye of the public individual acts and individual authority, that personal Government stands out in so distinct a shape as to entail much personal criticism and some loss of corporate weight. It has been the present Lieutenant-Governor's duty to carry out some measures necessarily unpopular with some influential classes, and to make many reforms which touch present interests and disturb expectations which have been, without as he thinks sufficient ground, founded on seniority and other claims. Some of his measures, rightly or wrongly interpreted, have been supposed to run counter to the interests and the prejudices of classes who have hitherto enjoyed perhaps too large a share of the attention of the departments and officers of Government as compared to the importance and the interests of other classes, humbler, but much more numerous and much more in need of assistance. Economy, too, is of all things the most unpopular with those affected by retrenchments, and the successful financial results of the year could hardly be attained without many reclamations. At the same time the Lieutenant-Governor has felt that the nature of the situation in this country is such that he can hardly hope that measures for the benefit of the silent masses should be fully understood and appreciated by them for many long years. Even if those measures were understood, he still feels that a man, whose duty it is to carry out

arrangements involving a somewhat widespread, if light, direct taxation, can hardly expect to be very popular in the first instance ; for taxes are felt more speedily than the benefit resulting from them. It may, however, at least be said that there has been no sign of excitement among the masses, and that the criticisms of the Government, which have been so freely expressed, have in that view no serious political import. The Lieutenant-Governor hopes that the Government may profit by expressions of opinion which discover weak points or make known the feelings of really important classes ; but where he believes that the course pursued is right he must hold it undeterred by any clamour.

THE DEPARTMENT OF EDUCATION.

IN last year's report a general review was given of the educational system of Bengal. In this chapter will be offered the educational statistics of the year, and also an account of the discussions and measures affecting the several classes of educational institutions, viz.—

PRIMARY (INCLUDING INDIGENOUS) SCHOOLS.

MIDDLE SCHOOLS.

HIGHER SCHOOLS.

COLLEGES.

SPECIAL COLLEGES AND SCHOOLS.

THE UNIVERSITY.

NORMAL SCHOOLS.

GIRLS' SCHOOLS.

On the following page is offered a statement of the expenditure during the year 1871-72 on each of the classes of educational institutions, as far as they are shown in the books of the Educational Department. The great mass of the primary schools which are supported

Distribution of educational expenditure.

by the people themselves in Bengal villages are not borne on the educational books, and it is only during the last few months that any successful effort has been made to discover how many primary schools there are in every district of Bengal. The table on the following page, therefore, does not show the expenditure on the ordinary village schools which receive no aid from the Government. From this table it will be seen that out of the Government grant for education about 7 per cent. was spent on primary schools, while about 30 per cent. was spent on middle and higher schools, and about 13 per cent. was spent upon colleges. The late Officiating Director, Mr. Woodrow, writes on this subject:—

“The average contribution of the State for the primary education of every 100,000 of its population is Rs. 193, while for their secondary education it is Rs. 825 * * * * * In England the sum spent by Government for the primary education of every 100,000 of the population is Rs. 36,810.”

EXPENDITURE DURING THE YEAR 1871-72.				
	From the Government grant.	From School-fees, &c.	From endowments or subscriptions, &c.	TOTAL.
Primary Schools ...	1,28,356	54,943	34,472	2,17,771
Middle Schools ...	3,23,853	2,03,764	2,64,300	7,91,917
Higher Schools ...	2,25,547	2,80,770	83,476	5,89,793
Colleges ...	2,31,244	1,01,365	96,747	4,29,356
University ...	Nil	46,520	Nil	46,520
Special Colleges and Schools	2,03,499	619,75	6,139	2,71,613
Normal Schools ...	1,31,995	7,209	16,935	1,56,139
Girls' Schools ...	70,641	13,669	89,763	1,74,073
Scholarships ...	1,44,593	Nil	6,868	1,51,461
Direction and Superintendence ...	3,14,295	Nil	Nil	3,14,295
Miscellaneous ...	40,014	Nil	4,107	44,121
Total ...	18,14,037	7,70,215	6,02,807	31,87,059

The total number of schools and colleges believed to exist in the several provinces of Bengal is as follows :—

	POPULATION.	INDIGENOUS PRIMARY SCHOOLS.		(GOVERNMENT AND AIDED FREE-MAN SCHOOL.		GOVERNMENT AND AIDED MIDDLE SCHOOLS.		GOVERNMENT AND AIDED HIGHER SCHOOLS.		GOVERNMENT AND AIDED COLLEGES.		SPECIAL COLLEGES AND SCHOOLS.		GIRLS' SCHOOLS.		NORMAL SCHOOLS.	
		No. of Schools.	Pupils.	No. of Schools.	Pupils.	No. of Schools.	Pupils.	No. of Schools.	Pupils.	No. of Colleges.	Pupils.	No. of Colleges and Schools.	Pupils.	No. of Schools.	Pupils.	No. of Schools.	Pupils.
Western Bengal,	7,286,891	3,334		617	13,337	287	14,612	34	6,619	1	.....	2	...	42	1,236	4	313
Central Bengal	16,715,335	1,778		1,365	34,065	573	23,230	47	6,898	9	.....	8	...	250	6,526	12	578
Eastern Bengal	12,967,425	1,393		94	3,015	356	15,907	14	2,470	1	.....	1	...	20	280	5	241
Behar	19,495,201	2,693	Not yet correctly known.	91	2,507	101	4,614	11	2,041	1	.....	1	...	3	67	9	290
Orissa	4,272,989	4,224		68	1,871	63	2,352	3	309	1	.....	1	...	8	1,024	2	197
Chota Nagpore	3,566,003	145		35	949	37	2,077	4	322	...	.....	...	...	1	31	1	20
Assam and adjacent hills	2,177,871	.....		131	4,935	50	2,429	7	745	1	.....	1	...	17	240	8	214
TOTAL	66,777,825	13,557		2,451	64,779	1,462	70,061	130	13,394	14	1,274	14	...	341	9,304	41	1,853

PRIMARY SCHOOLS.

In previous years the only primary schools borne on the educational books were those which were supported in whole or in part by the Government, but during the present year effort has been made, both at the census and previously, to enumerate all the village schools in Bengal. The census returns have not been yet fully compiled, but so far as figures are available, it appears that there are in Bengal about 13,500 indigenous rural schools supported entirely by the people. This number is all that has been shown in the returns, but one of the most experienced educational officers reports his belief that the persons who compiled these returns omitted a very large number of the smaller *patshalas*, at each of which perhaps from five to eight boys are usually under instruction.

Indigenous schools are of two kinds, namely, *patshalas* or ordinary village schools, where the vernacular of the district, whether it be Bengalee, Hindee, Ooriya, or Assamese, is taught; and *mukhtabs*, or Mahommedan village schools, where the Koran is taught. In one or two Bengal districts there exist a certain number of Sanskrit schools called "*Tôls*," in each of which a few men are trained in Sanskrit and in the sacred writings of the Hindoos. In *patshalas*, and in a few *mukhtabs*, reading and writing the running hand of the country, elementary arithmetic, and bazaar account-keeping, are taught. The teacher of these indigenous village schools is generally a villager who knows nothing beyond reading, writing, and ciphering; but he teaches these to the schoolboys well enough after the native fashion. Sometimes a village school is nothing more than a group of five or six boys, who collect for two or three hours a day at the village shop and get a little elementary instruction from the half-educated shop-keeper. *Mukhtabs*, or Mahommedan schools, are often held in mosques or in the houses of some comparatively wealthy Mahommedan villager, who can afford to keep a finest (*moulvie*) and to let his neighbours' sons come and learn with his children. The master of a village school gets what fees he can in money or in rice from the little boys and girls who attend his school; rich parents may pay three or four annas a month, or even more: but an ordinary village school-master probably does not earn more than 5 rupees a month. The number of boys attending a village school varies of course with the size of the village: in a small village the *patshala* may contain 10 or 12 boys and girls, while in large towns indigenous *patshalas* of the same type have been known to have about 50 or 60 boys on their rolls. The attendance at *patshalas* is not very regular, but still the boys at these village schools do undoubtedly acquire enough knowledge of reading, writing, and arithmetic to be very useful to them in the ordinary affairs of their lives. Perhaps 15 boys would be a full average attendance for indigenous village schools all over the country. If we take the number of these schools at 13,500 with 15 pupils to each school, we should get 200,000 boys attending schools of this class, or, with the pupils at schools on the Government books, about 360,000 boys and girls at school in Bengal, or an average of one child under instruction for every 185 souls of the population of Bengal. The Government and aided schools alone educate one child to every 445 souls of the population.

At the recent census no general reckoning was made of the people who can read and write, but some idea of the extreme educational destitution, especially among Mahommedans, may be gathered from the results of an educational census taken in two separate tracts of the 24-Pergunnahs, the metropolitan district, by Mr. H. Woodrow, then Inspector of Schools, and also from the results of similar census taken over a much larger area by Mr. H. I. S. Cotton, Magistrate of Chooadangah in the Nuddea district. The first tract contained 16 villages, 395 households, and 1,951 inhabitants; it was within 5 miles of the

Diamond Harbour tracts. Diamond Harbour Magistrate's Court, and within 30 miles of Calcutta; 91 per cent. of the population were Hindoos. The people were divided into three classes, namely—

- (1) Those who could read, write, and count, whether little or much;
- (2) Those who could either read or write or count ever so little;
- (3) Those who could neither read, write, nor count.

Mr. Woodrow explains that people who could, without any knowledge of reading and writing, make out simple questions of wages and bazaar purchases, were considered able to count. According to this classification $4\frac{1}{2}$ per cent. of the population could read, write, and count; while 7 per cent. more could either count a little or could sign their names. Not a single woman in the whole tract could either read, write, or count; while 88 per cent. of the total population had absolutely no education whatever. Among the adult males 75 per cent. had no education whatever. The other tract was in the Buseerhaut sub-division, and was about 40 miles distant from Calcutta: it contained 45 villages, 6,334 households, and 34,818 souls. In 30 of the villages the population were nearly all Mahommedans, while in 15 villages they were all Hindoos. Out of

Buseerhaut tract. the whole tract 3 per cent. of the population were able to read, write, and count, while $4\frac{1}{2}$ per cent. more could either read, write, or count a little. The number of women in the tract was 17,407, and out of that number only six could read or write. The statistics of the second tract brought out a very marked difference between the Hindoos and Mahommedans. In the Hindoo villages 14 per cent. of the people could read or write or count, while in the Mahommedan villages only $3\frac{1}{2}$ of the population had similar knowledge. The six women who had some education were Hindoos.

The Chooadangah educational census embraces an area of 321 square miles, and a population of 178,485 souls. Chooadangah is on the Eastern Bengal Railway line, and is within 85 miles of Calcutta; 59 per cent. of the people were Mahommedans. The tract had unusual educational advantages, for it possessed five middle class English aided schools with an aggregate roll of 208 scholars, 15 primary aided village schools with 497 scholars (five of these schools had girls' classes attached to them), and 42 unaided village patshalas with about 875 scholars. The total grant-in-aid from Government for these schools was Rs. 214 per month.

As to the manner in which his census was taken, Mr. Cotton explains that he "had for some time past been collecting educational and other statistics of a similar nature, and the figures now submitted are partly based upon knowledge previously acquired; but as the recent census afforded a special opportunity for checking that information, the census enumerators were availed of for the purpose, and the facts now reported must be understood to illustrate the educational state of Chooadangah as it could be ascertained at the beginning of the present year. The census enumerators were desired to specify in their returns all persons who could read and write. After the returns came in to the office, they were most carefully examined and tested upon the spot." Mr. Cotton adds that he reckoned as "able to read and write" only those who possessed "a knowledge of reading and writing sufficient to be practically useful." Mr. Cotton found that out of the whole population $2\frac{1}{2}$ per cent. only could read and write, while out of the adult male population $7\frac{1}{2}$ per cent. had this much education. In Chooadangah again there was a great difference between the acquirements of the Hindoos and Mahommedans. Among the Hindoos 4.2 per cent. of the total population, and 13 per cent. of the adult males, could read and write; among Mahommedans the proportions were 1.1 on the whole population and 3.5 on the adult males.

It will be seen from the table in the preceding page that the number of indigenous schools varies very greatly indeed in the several districts. It has occasionally been said that nearly every village in Bengal has its patshala; and it is perhaps the case that a well organised rural commune, such as a good Bengal village may have been, once contained a school and school-master as part of the village staff. The results of the last year's inquiries have shown that in Hindoo districts secluded from Mahommedan invasion, village schools still flourish in large numbers. For instance, Orissa and the districts immediately around it contain one village school to every two villages. In the districts of Eastern Bengal, on the other hand, where the population were largely converted to Mahommedanism, the schools discovered during the recent inquiries are very much fewer. In parts of Behar again, where the population is chiefly Hindoo, but over which Mahommedan conquerors had frequently passed, there is barely one village school to every 15 or 20 villages.

The Government of Bengal first directed its attention to primary education some ten or twelve years ago, and a system was begun of instituting or aiding village patshalas at a cost of Rs. 5 a month for each patshala. A second system of what were called circle schools was also tried, whereby four patshalas were formed into one circle, over which was placed a trained teacher, whose business was to visit and teach each patshala in turn, and to direct the teaching of the indigenous school-masters. The Government patshala system had been worked to some extent in some five or six districts, and the circle school system in one or two more, when it was found that further funds were not available, and the spread of Government primary schools was stopped. The Supreme Government was unable to grant further funds, but directed that money

saved from higher education should be devoted to primary schools; and it suggested that funds for village schools might be raised by local taxation, as had been done in other parts of India. Much discussion thereupon ensued, and the outcome of the whole was a decision that for the present no special educational cess on the land was to be raised, but that a duty lay upon the Government to devote more funds to primary schools in Bengal. Meanwhile during this discussion the patshala system was not extended. An extra Rs. 50,000 for patshalas was indeed granted by the provincial Government at the beginning of the year under report, but the money was not spent; and on the 31st March 1872 there were in Bengal, with its 66 millions of people, only 2,439 primary schools aided or supported in any way by Government, and at these schools there were only 63,935 boys.

The subject of extending Government primary schools has much occupied the attention of Government during the past year. As has been stated, the present Lieutenant-Governor granted an extra half lakh to primary schools at the beginning of the year under review; at the beginning of the current year he granted a further sum of Rs. 1,00,000, namely, Rs. 50,000 in the budget orders and Rs. 50,000 in July 1872, thus bringing the grant for primary schools up to Rs. 2,30,000. During the last few months a scheme for systematically extending Government primary schools into all districts, and of localising their administration, has been framed, and a further yearly grant of Rs. 3,00,000 has been allotted to primary education—thus bringing the total allotment of Government money for primary education to Rs. 5,30,000 a year. The results of these grants, and of the scheme for their expenditure, will begin to appear in next year's report; but

Recent measures therefor.

the following extracts from the Lieutenant-Governor's orders making these large grants for primary schools may be quoted as showing the scope and intention of the recent measure for the extension of primary schools:—

"The management of the provincial finances during the past year has resulted in a considerable saving, and it is hoped that there will be a saving in the present year also. The Lieutenant-Governor wishes to take the opportunity to make a real and substantial attempt to establish a good system of primary education of the simplest character in these great provinces."

"The establishment of local road funds may be expected to set free some of the money hitherto devoted to material improvement; and however desirable buildings and other public works may be, the improvement of the humbler classes of the people by making them intelligent human beings, is an object to which even some material improvements may, if it is absolutely necessary, be postponed."

"The Lieutenant-Governor feels himself justified then in attempting a beginning of a work of which even a successful beginning would be a great achievement."

"The Lieutenant-Governor's wish is that the money now granted should be used to encourage and develop in rural villages proper indigenous education: that is reading, writing, arithmetic, in the real

indigenous language and character of each province. He would not, as a rule, think it necessary to employ highly trained masters on considerable salaries. He would rather give money as a grant-in-aid to men of the purely indigenous schoolmaster class, provided each keeps up in a place where it is required, and among a population of cultivators and labourers, a school efficient according to native standards, and submits it to inspection and examination. Perhaps for such purposes an allowance of Rs. 2 or 3 per mensem will in many cases suffice, more especially in places where the village or landlord or other party interested is willing to make up the remainder of the ordinary Rs. 5 patshala grant." * * * *

"Mr. Campbell believes that in most districts of Bengal, Behar, and Orissa, though unhappily too rare in so great populations, there are still scores, if not hundreds, of petty village schoolmasters who keep village schools of 15 to 30 boys and girls, and who maintain themselves and their families from the fees in money or in kind which the parents may be able to afford. If a boy's father is well-to-do, he gives the guru two, three, or four annas a month; if he is poor, he gives one anna or a couple seers of rice a month. Boys of very poor parents, or orphans, are often taught by the guru without any fee. This is the kind of educational agency Government finds ready to its hand in Bengal villages; these are the schools which ordinary villagers are accustomed to, and for which they have a regard." * * * *

"What is wanted is to teach ordinary village boys enough to enable them to take care of their own interests in their own station of life, as petty shopkeepers, small landholders, ryots, handicraftsmen, weavers, village head-men, boatmen, fishermen, and what not. It is beyond all things desirable not to impart at village schools that kind of teaching which, in a transition state of society, might induce boys to think themselves above manual labour or ordinary village work."

It may perhaps be worth while to reproduce here the very earnest language in which the attention of the Government of Bengal was drawn to the need for primary schools by the Hon'ble Court of Directors in their educational despatch of July 1854. The Hon'ble Court wrote :—

"We desire to see the active measures of Government more especially directed for the future to this object * * *
 "namely, how useful and practical knowledge suitable to every station of life may be best conveyed to the great mass of the people." * * *
 * * * "Very little has hitherto been done in Bengal for the education of the mass of the people, especially for their instruction through the medium of their vernacular languages * * *
 * * * the attention of the Government of Bengal should be seriously directed to the consideration of some plan for the encouragement of indigenous schools and for the education of the lower classes."

The injunction thus given by the Directors of the East India Company in 1854 has been frequently repeated by the Government of India and by successive Secretaries of State. In the month of August 1871 Her Majesty's Secretary of State wrote on this subject—"I am desirous of leaving the consideration of providing primary education for the general

body of the population "to the unfettered discretion of the Lieutenant-Governor of Bengal." The Lieutenant-Governor regrets that hitherto so little has been done to justify this confidence; he is aware that in the sister presidency of Bombay the grant to primary education is, for each million of the population, seven or eight times as large as the increased grant now made for primary education in Bengal. But the Bengal grant is now four or five times as large as it was two years ago; and if the money can be well spent, something will have been done for the commencement of Government primary education in Bengal.

MIDDLE SCHOOLS.

Among "middle schools" are ranked all the English schools which do not train up to the university entrance standard, and a certain number of vernacular schools which teach more subjects than are included in the primary school course. There are 1,658 middle schools on the books of the Educational Department in Bengal, of which 222 are Government schools, 1,240 are aided, and 196 are unaided. The total number of pupils at the middle schools is about 80,000. The "middle schools" include all or nearly all the Anglo-vernacular schools established and managed by native committees in nearly every district of Bengal Proper. In about one-third of these schools English as well as the vernacular is taught, and the fees charged at English teaching aided schools are usually beyond the means of poor men. The vernacular aided schools are managed cheaply by local people, who, despite occasional quarrels among themselves, keep the schools going very well, and secure a deal of useful education for the children of their townsofolk. Of all schools in Bengal, these middle schools receive most support from the people themselves. The great majority of the middle schools are in the districts of Western, Central, and Eastern Bengal. The average yearly cost of a boy at the Government "middle" schools is Rs. 11-12, and at aided "middle" schools it is Rs. 16-3. At most of the Government "middle" schools the vernacular only is taught, while in most aided schools English is taught. The net cost of each boy to the Government grant is at Government schools Rs. 7-6, and at aided schools Rs. 6; thus very nearly two-thirds of the cost of aided "middle" schools are contributed from local sources.

HIGHER SCHOOLS.

There are 52 Government "higher" schools containing 10,282 pupils, and 78 aided schools of the same class containing 8,112 pupils; there are also 48 unaided schools of this class. There is one Government school of this class at the head-quarters of each district, and one attached to every college. These "higher" schools educate up to the university entrance examination; they are attended for the most part by the sons of comparatively well-to-do people, who can afford* to pay

* NOTE.—It is remarkable what exertions educated Bengalees will make to give their sons a good education. Cases have occurred of clerks, with salaries of Rs. 50 or 60 a month and no other sources of income, paying Rs. 12 a month to keep their sons at the Presidency College.

monthly fees ranging from Re. 1 to 2½ per month, and reaching even to Rs. 4 or 5 a month in some of the Calcutta schools. Most of the boys at these higher schools intend, if their parents can afford it, to prosecute their English studies until they become fit for Government employment, for the Medical College, or for the profession of advocate, pleader or law agent. English, vernacular, and one of the older oriental languages, are taught at all the higher schools; over the whole of Bengal the third language is usually Sanskrit. The boys in the higher classes at some of these higher schools are worked very hard; and being tied down to the university subjects, their scheme of study is somewhat narrow. During the last year classes in drawing, surveying, and physical geography have been opened at some 18 or 20 Government higher schools, and at some of the aided schools. It is hoped that in time these subjects will be generally taught in the higher schools.

In the city of Calcutta the Government higher schools are completely self-supporting; that is to say, the fees paid by the boys more than cover the current expenses of the schools. Many private higher schools in Calcutta are similarly self-supporting, and no Government grant-in-aid is given to any "higher" school in Calcutta. The Lieutenant-Governor's consideration was given during the year under report to the heavy expenditure on Government "higher" schools outside Calcutta. From the beginning of the current year the grants to all these Government schools have been revised, and the net Government expenditure on higher schools has been reduced by about one-fifth. Every Government higher school will now get a net Government grant fixed for five years, and its committee will have the full control of the grant, the fee and endowment receipts and other local contributions, subject to the submission of regular accounts and to a general supervision by the inspecting officers of Government. Most of these schools were in so flourishing a condition that they have been able to work with these reduced grants without injury to the efficiency of the school. The only higher schools which have been unable to accept at once the reduced grants were the collegiate schools, or higher schools attached to Government colleges in the interior. Some of these collegiate schools are the most costly "higher" schools in the country. The average net grant to the collegiate schools outside Calcutta was Rs. 9,000 a year, and is eventually to be reduced to Rs. 5,000 a year; while the net grant to other Government "higher" schools averages Rs. 2,000 a year, and no "higher" school other than a collegiate school receives a grant of more than Rs. 3,000 a year. These grants are exclusive of special allotments for drawing, surveying, and physical geography classes; these branches of study have been recently introduced, and an extra grant has to be given to meet their cost at each school where the new classes have been opened. The chief drawback of the Government higher schools is that the fee rates are so high as to exclude the sons of petty ryots, labourers and handicraftsmen. No man of these classes can afford to pay a fee of Rs. 20 to 25 a year for his son's education, unless the lad wins a scholarship for himself. It is anticipated that, as the managing committees of "higher" schools find their finances under the new system in a flourishing

condition, they will devote any surplus they may have to reducing the fee rates payable by boys in the lower classes. The university entrance examination supplies a very fair test of the acquirements of the head boys of every higher school; judged by this test, the Calcutta schools, the Howrah and Ooterparah schools, the Hooghly Collegiate and Dacca Collegiate schools, are the most successful in Bengal.

COLLEGES.

The number of colleges in Bengal is the same as last year, namely, nine Government colleges, five aided colleges, and two unaided colleges. Any institution which educates boys after they have become undergraduates of the Calcutta University, is reckoned as a college. The total number of students on the rolls is somewhat less than last year, being—

		1870-71.	1871-72.
In Government colleges	... ..	975	930
In aided colleges	... ..	394	357

The falling off in numbers is proportionately larger in the aided colleges than in the Government colleges, and the decrease was common to all colleges except the Presidency and the General Assembly's Colleges. The educational authorities report that the unusual strictness of the entrance examination in 1871 may have caused the decrease in the number of undergraduates. The largest colleges are the Presidency with its 442 undergraduates; the Hooghly College with 142; the Free Church Aided College with 107; the Berhampore College had only 21 undergraduates; the Cuttack High School had 19; and the Gowhatty High School had 6. The fee rates levied at all the Government Colleges except the Presidency, and at all the aided colleges, are Rs. 5 a month; at the Presidency College the fee rate is Rs. 12 a month. This last rate is very high, but still the numbers of the undergraduates continue to rise, and it has been necessary to establish parallel classes for the 1st and 2nd year's students. The studies at all colleges are regulated by the university, and the course of these studies will be reviewed in a subsequent paragraph. During the year 1872 teachers of drawing, physical geography, and surveying, have been appointed to all Government Colleges; to the Hooghly College a lecturer in botany and chemistry has been appointed. All the Bengal colleges are housed in suitable Government buildings. The Presidency College had, however, outgrown its accommodation, and during the year under report a grant of three lakhs was made for the construction of a college building worthy of the Presidency College and of the city in which it is situate.

The annual direct cost of students at the several colleges during the year 1871-72, as stated by the Education Department, excluding, in the case of Government colleges, scholarships, leave allowances,

office and house establishment, and other charges, is shown in the following table :—

	No. on the rolls, monthly average.	COST PER ANNUM OF EACH STUDENT.		
		From Imperial Funds.	From Fees, &c.	TOTAL.
GOVERNMENT.		Rs.	Rs.	Rs.
Presidency College	399	152½	126½	279
Sanskrit College	26	560	60	620
Hooghly College	138	...	335	335
Dacca College	103	293	64	357
Krishnaghur College	105	283	57	340
Berhampore College	33	933	59	992
Patna College	75	417½	64½	482
Gowhatty School	12	395	37	432
Cuttack School	21	243	40	283
AIDED.				
St. Xavier's College, Calcutta ...	30	120	472	592
Free Church College	122	45	139	184
General Assembly's College ...	70	60	171	231
Cathedral Mission College ...	100	72	242	314
London Missionary College, Bhowanipore	40	82	292	374

As all the items omitted are wholly paid for by Government in Government colleges, they add greatly to the expense to Government, which has been calculated in this office from the budget to be,—

Presidency College, per student	...	Rs. 328
Sanskrit College " " ...	...	" 759
Dacca College " " ...	...	" 416
Krishnaghur College " " ...	...	" 381

General average of all the Government colleges, Rs. 435, the cost to Government per student, after deducting fees, &c., from the graduates.

This still excludes the cost of buildings and of inspections.

The Government of India had in past years very earnestly drawn attention to the disproportionately large share of the Government educational funds enjoyed by the Bengal colleges. Her Majesty's Secretary of State had directed that two full Government colleges should not be maintained too close to one another when there was so much difficulty in providing funds for primary education. Further, the Lieutenant-Governor very much desired to give effect to the intentions of the Calcutta University, which proposed gradually to introduce physical science more largely into its course. Heretofore, there had been professors of physical science at the Presidency College only, and the Lieutenant-Governor wished to establish physical and natural science classes at other colleges as soon as possible; but the Government grant for colleges was already very high, and the public money spent on the comparatively few undergraduates was so very large, that the Lieutenant-Governor felt unable to establish science classes at other Bengal colleges unless he could arrange for some reduction in the expenditure on general instruction in colleges.

When this subject was under consideration, the number of undergraduates at the Berhampore College had been falling for some years past. The college had been long established, so that if the Berhampore College was to be a success and to attract undergraduates, it should have filled before this; yet in the year 1871-72 there were only three third-year and three fourth-year students. The cost to Government of keeping up a staff of European professors to carry to their degree these six students was about Rs. 13,000 a year. Berhampore, moreover, was within ten or twelve hours' journey of either Hooghly or Calcutta by rail, and was also accessible by river, and at both these places are full-power flourishing colleges. The Lieutenant-Governor accordingly decided to reduce the Berhampore College to a First Arts College, that is, to have only two years' undergraduates' course taught there. This change was carried out during the year under report, special care being taken that the undergraduates already in the third and fourth year classes at Berhampore should be received at the Presidency or Hooghly College, without additional expense to themselves.

The condition and status of the Kishnaghur College was also brought under review. At the end of 1870 there were 18 students in the fourth, and one only in the third year; while in March 1872 there were only 12 students in the third and seven in the fourth year. Kishnaghur, again, was by road and by river within a few hours of either Calcutta or Hooghly. The Kishnaghur College had been established long enough to have a full and fair trial. Under the circumstances therefore the Lieutenant-Governor decided to close the third and fourth year classes at Kishnaghur also. It was at first intended to let the present session be carried to its end, but the principal represented that the students would not object to receive the same terms as the Berhampore students; moreover, the Kishnaghur professors were urgently required to take the places of absentees at other colleges.

The status of the Patna College also came under consideration.

Patna College discussion.

The Lieutenant-Governor considered that the great Hindustanee province of Behar had a claim to have a full-power college, even though the number of undergraduates had hitherto been comparatively small. Still it appeared that the majority of the third and fourth year students were Bengalees, and not Beharees. If it had been feasible to reduce the third or fourth year's "Arts" classes, the Lieutenant-Governor intended to devote all the savings to the establishment of a strong physical science and agricultural college with Civil Service classes in the province of Behar. Before taking any steps in the matter, the Lieutenant-Governor caused very careful inquiries to be made from educated natives and persons interested in the different districts of Behar. After receiving a report of the result of these inquiries, the Lieutenant-Governor met some of the principal people of Behar at the Patna College, and announced to them that, as they were nearly unanimous in preferring to retain the third and fourth years' "Arts" classes, rather than have Civil Service classes and special teaching in natural and physical science, he would yield to their wishes. The Patna College, therefore, remains as it was before, except that a teacher of drawing, physical geography, and surveying has been added to the staff, and arrangements are under discussion for attaching thereto a professor of botany and chemistry.

The only other college which came under revision was the Sanskrit

Sanskrit College reductions.

College in Calcutta. This college was originally established for the promotion of Sanskrit learning, but it was some years ago found impossible to attract and keep students, unless English were added to the college course. Accordingly English lecturers were added to the Sanskrit College staff. Still the institution did not become popular: in 1871 there were only 26 undergraduates, and in 1872 there were only 23. For these 23 undergraduates were maintained a principal, three professors, two lecturers, and a subordinate staff. Yet the Sanskrit College is housed under the same roof with the Presidency College, where lectures are daily given to hundreds of undergraduates in the very same subjects which the Sanskrit College students have to prepare in for their course. The Lieutenant-Governor accordingly proposed to dispense with the two English lecturers, and to let the Sanskrit College students attend the Presidency College lecture rooms; he also proposed to re-distribute the chairs of Hindoo law, logic, philosophy, so as to save the salary of one professor. The section of Hindoo community interested in the Sanskrit College prayed for the continuance of the English lectureships, and eventually one of these lecturers was retained, so that undergraduates of the Sanskrit College can now have lectures in English subjects up to the First Arts course within the walls of their own college.

The net result of these reductions in Bengal colleges will be a

Remarks on reduction in colleges.

saving of about Rs. 30,000 or Rs. 35,000, a year in the cost of the Arts course in the several colleges; the whole of this amount will probably be spent in establishing chairs of physical science, botany, and agricultural chemistry. These reductions in colleges provoked some expressions of

dissatisfaction on the part of the upper and the literate classes of Bengal; they appeared to fear that Government would eventually withdraw its support from colleges, and from higher education, and certain memorials upon the subject were presented to His Excellency the Viceroy. The following extracts from a letter in which the Lieutenant-Governor caused his measures to be explained to the Government of India may

be here quoted, so that the history of
these reductions in Bengal colleges may

Lieutenant-Governor's explanation.
be shown at length in the present report. The Lieutenant-Governor's explanation ran thus:—

“The petition is mainly an appeal against the reduction of certain of the colleges for general education. In order to explain this matter, it will be necessary to detail certain facts, especially with regard to the actual cost to Government of education in our colleges.

“The Hooghly College is entirely supported by a great Mahomedan endowment, and is therefore not included in the following statement. A detailed statement is annexed showing the cost to Government of the several Government colleges, the number of students, and the annual cost to Government per head, as the establishments stood at end of last year. The result is, that the average annual cost to the State of each student is Rs. 435 paid by Government, besides expenditure from fees, endowments, &c. This average cost is by no means equally divided, varying from Rs. 328 in the Presidency College to Rs. 759 in the Sanskrit College, and Rs. 844 in the Berhampore College. The figures are exclusive of the cost of building and maintaining the college buildings, those charges being included in the budget of the Department of Public Works. If they were taken into account it will be found that the real cost to the State is considerably greater than the sums stated.

“Again, the cost is not equally divided among the students in different classes. There were four classes in each college, with four professors, principally highly paid European scholars. The first two classes are taught up to the First Arts standard of the university, the other two are taught up to the Bachelor of Arts standard, while some are carried on for honors and the M.A. degree. In all the colleges except the Presidency College, the first two classes are by far the most numerous attended. After the First Arts examination some students enter special colleges or professions, and some go to the Presidency College to obtain the greater advantages there afforded in the higher classes.

“The highest and most expensive teaching power is usually given to the highest classes; but to obtain the cost of the two higher classes, half the total cost of each college has been taken, including in this the extra or honor classes. Dividing this cost by the number of students, the following result is obtained as the annual cost to Government of each student in each of the higher classes:—

					Rs.
Dacca College	...	...	...	...	765
Kishnaghur College	...	...	...	...	1,076
Berhampore	”	...	...	...	3,446
Patna	”	...	...	...	1,313
Sanskrit	”	...	...	...	1,000

About half of the students succeed in obtaining the B.A. degree, so that taking the education of two students for two years for each B.A., we must multiply the above figures by four to get the cost to Government of each B.A.

“It was further found that the cost of the colleges was increasing, mainly owing to the system on which professors are engaged, not only rising from one grade to another, but also rising in salary within each grade according to length of service. Notwithstanding the most stringent orders for economy, the budget demand of the Director of Public Instruction for the expenses of the colleges was increasing from year to year, and that for the year 1872 very considerably exceeded the grant for 1871.

“Another important consideration was this:—Heretofore general education and degrees have been entirely confined to the strictest scholastic subjects, literature, philosophy, and mathematics—science has been entirely ignored. Before the present Lieutenant-Governor’s action, a strong movement in favour of science had been made in the university, and the Lieutenant-Governor was much in favour of putting liberal education on a wider basis. The university, though not accepting in full the recommendations of their committee, have accepted a partial reform, establishing an alternative standard into which science enters to a considerable extent, and the Lieutenant-Governor was anxious on his part to supply the means of educating to this standard. But an alternative course involving new subjects involved also new professors and more money.

“Altogether it was evident that the position was such that our requirements could not be met without a largely increased expenditure; unless some very radical economy were effected somewhere. On full consideration the plan which the Lieutenant-Governor found to be most feasible was to reduce the number of colleges educating up to the highest point, concentrating in the remainder improved means of the highest education. The reduced colleges were not abolished, but were still efficiently maintained to teach up to the point to which experience proved that the greatest demand existed, that is, up to the First Arts standard.

“I am now to come to the details of these reductions. As regards the Sanskrit College, it may be explained that it is a small college, containing last year twenty-nine, and this year at the time of the reductions twenty-three, students, most of whom are in some sense bribed to go there by special scholarship. It is actually under the same roof as the Presidency College, and its maintenance as a separate English college was quite contrary to all rule. The truth is that the Sanskrit College was an institution designed to keep up Sanskrit learning; but in Calcutta there is so little desire for real oriental learning, and so much desire for the English, that leads to employment and profit, that it was not possible to keep together a Sanskrit College without giving the students the benefit of an English course as well. Consequently the First Arts, and latterly the full B.A. course, was introduced into the college, and separate professors were appointed to teach these subjects. The number of students above quoted show that the system had not been very successful, while the number of professors, seven to twenty-three students, was out of all proportion. In deference to the wishes of many native gentle-

men, the Lieutenant-Governor has consented to let the First Arts course remain for the present ; but it was generally admitted that the maintenance of the two higher classes could not be justified. They have consequently been reduced ; but arrangements have been made to enable the students to attend the classes of the Presidency College, so that there is no real and substantial reduction in the means of education.

“The first real reduction was in the Berhampore College. It will be seen that in this college each student cost Government Rs. 844, say £84 per annum ; and that, taking the higher classes only, each student cost Rs. 3,446, say £344 per annum, while each B.A. cost about £1,400. It was also evident from the figures that the number of students was not increasing but decreasing, and at the last examination not a single student had taken the B.A. degree. This then appeared to the Lieutenant-Governor an evident case for reduction ; the two higher classes were accordingly reduced, and the college now teaches up to the First Arts course.

“The case of the Kishnaghur College was not so evident, but it is within little more than 30 miles as the crow flies from the Hooghly College. There is very easy and cheap communication between the two places by tidal river and by rail, and it seemed to the Lieutenant-Governor very doubtful whether he would be justified in maintaining both colleges on an equal footing. On looking into the matter His Honor found that the attendance at Kishnaghur was very irregular ; so much so that there was but a single student in one of the upper classes. It appeared also that most of the students were not resident, and that they very freely migrated from one college to another. The following extract from a demi-official letter from the principal of this institution, which decided the Lieutenant-Governor to reduce the classes sooner than he had otherwise intended, will show the position of the students, and explain why the reduction was effected with little hardship or serious complaint, very liberal terms having been conceded to the transferred students :—‘My experience would lead me to the conclusion ‘that our students hang so loosely on the skirts of Hindoo society, that ‘it matters little to them where they may pursue their studies within a ‘certain area. Very few reside permanently in Kishnaghur, and those ‘who do not can live at Hooghly, for example, quite as easily as they ‘can here. Even boys in the school live in a town like Kishnaghur, ‘according to their own account, without any recognized guardian or ‘protector. This kind of early social emancipation appears to me to be ‘one of the most glaring evils of our educational system here ; but as it ‘exists, I think that in a case like this transfer which is now taking ‘place, it might be recognized and taken advantage of.’

“On the other hand, the Hooghly College is the most flourishing and useful out of Calcutta. It had long been the subject of complaint that a purely Mahommedan endowment was principally devoted to the education of Hindoo boys without any contribution from Government. The Lieutenant-Governor therefore determined to reduce the Kishnaghur College to the First Arts course, and to devote the money saved to the Hooghly College in such a way that, while additional advantages were given to Mahommedan students, the benefits to Hindoo and other students might be justified by contribution on the part of Government, and a

saving of the endowment income might be effected and devoted to Mahommedan education elsewhere.

“The Lieutenant-Governor’s plan then stood as follows as regards colleges carrying general education to the highest point tested by the University :—

“*For Central and West Bengal.*

“The Presidency and Hooghly Colleges, supplemented by several aided colleges.

“*For East Bengal.*

“The Dacca College.

“*For Behar.*

“The Patna College.”

In connection with Bengal colleges there is one more subject which merits mention. Heretofore all the Bengal colleges, whether First Arts colleges or B.A. colleges, were mainly supported by Government or by some Missionary body. No native of Bengal had ever come forward to establish or largely to endow any college out of Calcutta. The late Baboo Prosunno Coomar Tagore bequeathed funds for the establishment of a valuable law lectureship on a salary of Rs. 10,000 a year, but no college except the Hooghly College had been established by native liberality, though scores of “higher” and hundreds of “middle” schools had been so established in the districts of Bengal Proper. During the current year, however, a zemindar of the Rajshahye district assigned to the Rajshahye “higher” school a rent charge on land equal to Rs. 5,000 a year, on condition that 1st and 2nd year college classes were established. This liberal gift was most cordially accepted, and the Rajshahye High School will, from January 1873, rank as a First Arts College. The only condition imposed by the Government was that the cost of the collegiate classes should be fully met without reducing the teaching power or impairing the efficiency of the old school on which these collegiate classes were to be grafted.

At Midnapore also, where there has long been a very flourishing high school, funds have now been locally subscribed, the interest on which will yield a sufficient annual sum to support two collegiate classes. The funds for this endowment have been contributed by a number of landholders, traders and others interested in Midnapore, and the Midnapore High School with two collegiate classes will be opened in January next.

UNIVERSITY.

The University of Calcutta exercises functions over the Punjab, the North-Western Provinces, Oudh, the Central Provinces, and British Burma, as well as over Bengal; but its seat is in Bengal, the majority of

its students come from Bengal, and it seems desirable to include a notice of the University in the Bengal Administration Report. The Calcutta University was constituted by an Act of the Legislature in 1857, and the preamble of that Act recited that the University was established

Its functions.

“for the better encouragement of Her Majesty’s subjects * * * * in the pursuit of a regular and liberal course of education,” and “for the purpose of ascertaining, by means of examination, the persons who have acquired proficiency in different branches of literature, science and art, and of rewarding them by academical degrees.” The Calcutta University has no professors, or scholars, or colleges, or schools; its function is to examine and confer degrees. Its Fellows are for the most part Missionaries, Government servants and others employed in education, or persons filling high Government posts in other departments; the Fellows form the Senate, and they elect six of their own number, who, with the Vice-Chancellor, form the Syndicate or governing body of the University. The four faculties (arts, law, medicine, and engineering) are usually represented in the Syndicate.

Many of the “middle” schools, all the “higher” schools, and all the colleges of Bengal, educate their pupils with a view to the University examinations and degrees, which latter enable students to enter the professions of law, medicine, and engineering, and also the higher branches of the native civil service (executive and judicial). The success of a college or a school is judged very much by the number of its students who pass the several University examinations. The University prescribes the languages, the science and other subjects, and even the text-books for all these examinations. It thus dominates and guides the course of instruction in all Bengal colleges and schools except the very lowest. In the exercise of this power the University has undoubtedly done very great and lasting good to Bengal schools and colleges, and has given very valuable assistance to the Bengal Government in furthering the cause of education.

The several University examinations are the Entrance Examination; open to all boys; the First Arts Examination, open to all students who have

attended for two years collegiate classes in any college or high school affiliated to the University; the B.A. or degree examination, open to all students of four years standing in any affiliated institution, who may have passed the First Arts Examination; and the M.A. or Honour Examination. For these examinations the prescribed subjects are—

Entrance.

Languages.	History and Geography.	Mathematics.
English, and one other Indian language, either ancient or modern. Greek or Latin might be taken up as the second language.	English and Indian, according to certain text-books.	Simple Arithmetic. Algebra below quadratic equations. Four books of Euclid.

First Arts.

Languages.	History.	Mathematics.	Psychology and Logic.
English, and either Greek, Latin, Sanskrit, Hebrew, or Arabic.	Ancient History, and Geography.	Arithmetic. Algebra. Euclid. Plain Trigonometry. Elementary Statics and Dynamics.	According to certain text-books.
In December 1871, Persian was also made an alternative subject.			

In March 1872 it was decided that students for the First Arts Examination might take up "the Chemistry of the Metalloids" instead of Psychology.

B.A. Examination.

Languages as in the First Arts Course.	History of India down to 1835; of Greece, and Rome, and of the Jews, according to certain text-books.	Mathematics, Mechanics, and Astronomy.	Moral Philosophy and Metaphysics, according to certain text-books.	Applied Mathematics; or Optics; or Chemistry; or Zoology and Physiology; or Geology, and Physical Geography.
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In April 1872 the University laid down certain alternative courses for the B.A. Examination which will enable candidates to take up Physical Geography and a physical science subject instead of Moral Philosophy and Metaphysics.

Much discussion took place during the year regarding the extension of physical science subjects on the University course. The Vice-Chancellor, in his address to the Convocation, noticed this question of teaching physical science, and said it depended " * * on the means of affording to schools and classes which prepare students for the Entrance Examination the necessary teaching in physical science, and that it was clearly needless to discuss whether education of this class should be given or withheld, until at least it be ascertained whether it was physically possible to give it, and the better opinion seemed distinctly to be that even in Lower Bengal there were simply no means of doing this for the present."

The late Officiating Director of Public Instruction, Mr. Woodrow, writes that the "Medical College contains almost a thousand students, who are all instructed in natural and physical science among other subjects;" * * * and "it does not seem clear that any impossibility exists in providing from passed medical students the necessary supply of teachers." He adds:—

"But though money and teachers in Government higher schools and in many aided schools may both be found, yet so long as the subject does not count in the Entrance Examination, and scholarships are given on the results of that examination, it will not be studied by the pupils. Hence the study of science is involved in a * * * circle: it is not taught in schools, because it is not recognized in the Entrance Examination, and it is not recognized at 'the Entrance,' because it is not taught in schools."

In the same paper Mr. Woodrow dwells upon the very great demand which the compulsory study of the difficult languages makes upon the time of candidates for University Examinations. He writes:—"In the First Arts Examination of December last, the classical languages taken up by the 507 candidates from the whole Bengal Presidency and Ceylon were as follows:—

"Greek by 1 candidate, Latin by 9 candidates, Arabic by 47, and Sanskrit by 450.

"The languages taken up by the 1,902 candidates at the last Entrance Examination were:—

Latin by 97	candidates.	Urdu by 261	candidates.
Sanskrit by 1,160	"	Hindi by 83	"
Arabic by 86	"	Urya by 2	"
Persian by 5	"	Armenian by 6	"
Bengali by 249	"	Burmese by 3	"

"It is thus seen that Sanskrit was taken as the second language by more than half the candidates, and if the Lower Provinces of Bengal simply be considered, the proportion rises to three-fourths of the candidates. Sanskrit is an exceedingly difficult language. In the Kishnaghur Collegiate School it was studied daily for six years previous to the Entrance, and in most other higher schools for four years. The Government of Bengal, in a letter No. 1075, dated the 22nd March 1872, limited the time during which Sanskrit should be studied in Government schools to two years, but subsequently the term was extended to three years. It remains to be seen whether the standards for Sanskrit in the Entrance and First Arts can be reached in three and five years of study. English also is an exceedingly difficult language, a fact liable to be forgotten in Bengal, but which is seen in Europe from the few French and German scholars who acquire it thoroughly. English here is the *sine quâ non* of advancement in all professions or in the service of Government; a knowledge of it is the bread-winning knowledge of the time, and it is studied with a devotion of time and labour; * * * * * and besides the study of these two languages, Mathematics require a considerable portion of the student's time, and the three together are as much as students in general can manage. Little time is available for History, Geography and, in the First Arts course, for Mental Philosophy.

"The study of natural, physical and applied sciences is altogether crowded out by the weight of other subjects."

The number of total and successful Bengal candidates for the several University examinations in "Arts" has been as follows:—

	1871.		1857-70.	
	Total candidates.	Number passed.	Total candidates.	Number passed.
Entrance examination	1,503	581	15,493	7,263
First Arts examination	434	171	3,373	1,495
B.A. Degree examination	221	95	1,162	548
M.A. or Honour examination	28	21	170	112

It is thus apparent that the proportion of students who pass any examination beyond the First Arts course is very small indeed, just 7 per cent. of the total number of undergraduates. If, therefore, natural

and physical science subjects are to become recognized and popular subjects in our schools, they must be recognized as alternative subjects at the First Arts and Entrance Examinations. The proportion of successful to unsuccessful candidates at all the University Examinations, except for the M.A. Degree of 1871, was smaller than in any previous year. The decrease in the proportion of successful candidates was nearly uniform at all the examinations below the M.A. Degree; and the educational authorities assign as one reason for this result that the University Examiners were stricter in 1871 than they had been heretofore.

SPECIAL COLLEGES AND SCHOOLS.

Under the head of "special colleges and schools" come the Medical College, the Civil Engineering College, the Mahomedan Madrisas at Hooghly and Calcutta, the School of Arts and Design at Calcutta, and Artizan Schools in different parts of the country.

The Medical College educates Native medical practitioners of different grades for the public service, and it also carries private medical students through the courses required for the several examinations and degrees in medicine provided by the University. During the year under report there were in all 1,046 students at the Medical College, divided thus :—

	1st year.	2nd year.	3rd year.	4th year.	5th year.	Total.
English Classes	136	74	73	40	46	369
Military and Native Pupil Classes ...	62	65	23	...	...	150
Student Apprentice (Military) Classes ...	5	9	5	...	...	19
Bengali Classes ...	246	128	134	...	...	508

The College is now fuller than ever it was, and it is said to have a larger number of students than any other Medical College in the world. The cost of the Medical College during the year under report was Rs. 1,74,433, out of which Rs. 25,517 were met by College fees and endowments.

Medical degrees and examinations.

The medical examinations and degrees prescribed by the University are :—

First Licentiate of Medicine	{ open to all candidates who, after passing the University Entrance Examination, study medicine for three years, and attend prescribed courses of lectures in Anatomy, Materia Medica, Chemistry, Botany and Physiology; the candidates must also have attended the dissecting room for three winter sessions.
Second Licentiate of Medicine	{ open to all candidates who, after passing the first Licentiate Examination, study medicine for two years, attend prescribed courses of lectures, and complete a specified routine of hospital practice.

The Degree of First and Second Bachelor of Medicine } is conferred after examinations, open to all who, after passing the University First Examination, go through the course required for a First and Second Licentiate, and pass examination in Comparative Anatomy and Zoology.

The Degree of M.D. } is conferred on Second Bachelors of Medicine who, after a prescribed course of practice, pass a special examination.

The number of Medical College students who have attended and passed the several medical examinations prescribed by the University was :—

	1872.		1857—71.	
	Total number of candidates.	Number who passed.	Total number of candidates.	Number who passed.
First Licentiate of Medicine ...	68	29	573	278
Second Licentiate of Medicine ...	42	27	214	161
First Bachelor of Medicine ...	2	0	20	17
Second Bachelor of Medicine ...	5	3	11	9
M.D. Degree of Medicine ...	0	0	6	4

No student of the Medical College has appeared for the M.D. examination since the year 1866. It will be observed that only 3 per cent. of the University undergraduates who took to the study of medicine have pursued their general studies up to the First Arts Examination.

Any student who passes the Second Licentiate Examination is qualified for the public service in the grade of Sub-Assistant Surgeon. But the great majority of the students in the Medical College are youths or men who have never passed the University Entrance Examination, and therefore are not eligible for any of the University degrees in medicine. Some of the students are taught their profession through the medium of Bengali; and a three years' course of study in Materia Medica, Anatomy, Surgery, Chemistry, Medicine, Midwifery and Medical Jurisprudence, together with attendance at the hospital and dissecting room, entitles students to appear at the Final Examination. Successful candidates at this examination receive certificates as

As Native Doctors. Native Doctors or Hospital Assistants, and are qualified for the independent practice of medicine or for the public service. The number of candidates who have appeared at and passed the examination for Native Doctors, since the Medical College was first founded in 1842, has been :—

1872.		1842—71.	
Number of candidates.	Number who passed.	Number of candidates.	Number who passed.
148	49	1,494	1,037

Many of these Native Doctors are employed in the public service or in charitable dispensaries established or aided by Government, but very many more passed students of the Medical College settle down to private practice in Bengal towns and villages. The spread of European medicine in some few parts of Bengal may be judged from the fact that

Their private practice.

in the town of Dacca alone there were in 1870 twenty native medical men who were living by the private practice of medicine after the European fashion. Another chapter of this report shows how the Government was able to find, at a few weeks' notice, nearly a hundred qualified practitioners for the charge of dispensaries in a single fever-stricken district of Bengal.

The "Law" Colleges consist of classes wherein lectures on Indian Law are delivered to undergraduates of the several Government Colleges in Bengal. The number of students in these classes during the year 1871-72 was 591; they paid in fees Rs. 49,039; and the total cost of the Law Colleges was thus defrayed from the students' fees. Thus Law, or it may be said the art of Indian Litigation, is the only study in Bengal which in any way supports itself. The University has heretofore granted—

A degree of Licentiate of Law	{ to any student who, having passed the Entrance Examination, studied Law at an affiliated College for three years.
A degree of Bachelor of Law	{ to any student who passes the B.A. examination and studies Law for at least two years after taking his degree, and for one year before taking his degree.
A degree of Honour in Law	{ to any Bachelor or Licentiate of Law who passes a prescribed examination.
A degree of Doctor of Law	{ to any Bachelor of Law who, after taking an Honour degree, writes a special essay to be approved by the President of the Faculty of Law.

The degree of Licentiate in Law will not be granted to any one who did not begin to study Law before the 1st January 1871; the conferment of this degree will therefore very shortly cease. The number of legal degrees and candidates for degrees has been hitherto—

1872.				1857—71.	
		Candidates.	Number who passed.	Candidates.	Number who passed.
Licentiate in Law	... ..	58	17	179	100
Bachelor of Law...	... ..	100	21	543	361
Degree of Honour in Law	... ..	.....	.....	.....	.....
Degree of Doctor of Law	... ..	.....	.....	.....	.....

It will be observed that the great majority of Law students do not attempt to gain University degrees. A very great many students who

obtain no University degree in law, however, take to the lower branches of the legal profession. The present rules require of candidates for pleader-ships a certain number of years' attendance at Law Colleges, and do not insist upon candidates possessing a University degree in Law.

Another most important special College, which does not, however, attract nearly so many students as either Law or Medicine, is the Civil Engineering College. The number of students at this College during the year under report was 116, of whom 69 were in the first year, 32 in the second year, and 15 in the third year class. The total cost of the College during the year was Rs. 30,416-12-11, out of which Rs. 8,808 were met by College fees. The subjects taught are Surveying, Drawing, Civil Engineering in all its branches, Mathematics, and the Use of Materials, as well as Chemistry and Physical Geography. Ordinarily, students do not join the Civil Engineering College until they have passed the University Entrance Examination; youths who have not passed the Entrance Examination are, however, admissible on payment of a special fee. The degrees in Engineering conferred by the University are—

Licentiate of Engineering	...	{ open to every student of the Civil Engineering College who completes the three years' course and passes the final examination.
Bachelor of Engineering	...	{ open to any Licentiate who has passed the First Arts Examination of the University.
Degree of Honour in Engineering and Degree of Master of Engineering	...	{ to Licentiates or Bachelors who pass a special examination.

At the end of each of the three years of the Civil Engineering College course an examination is held, and students who succeed at these examinations receive certificates of qualification for employment in the Public Works Department. A student who completes one year's course, and passes the final examination, gets a certificate as Sub-overseer, while a student who passes the second year's course and examination obtains a certificate as Overseer. Students who obtain a Licentiate's certificate are, after a short probation, eligible for the grade of Assistant Engineer.

The several branches of the Public Works Department have hitherto been able to provide employment for all, or nearly all, the students who pass the several Civil Engineering Examinations and adopt Engineering as a profession. The number of students who

Public employment for Civil Engineers.

have obtained degrees in Engineering, or who have qualified for the several grades of the public service, have been—

	1872.		1861—1871.	
	Candidates.	Number who passed.	Candidates.	Number who passed.
First year's or Sub-overseer's certificate }	...	11	...	...
Second year's or Overseer's certificate }	...	25	...	...
Degree of Licentiate of Civil Engineering }	14	7	89	44
Degree of Bachelor of Civil Engineering }	2	1	2	1
Degree of Honour or of Master of Civil Engineering }	...	...	...	...

The profession of Civil Engineering is certainly, so long as the Public Works Department can employ all passed students, much more lucrative than either Medicine or Law; yet, as has been shown above, the number of Bengalees who adopt Engineering as a profession is extremely small. Much additional inducement has been recently held out to students of Surveying and Engineering; a number of students of the Civil Engineering College had been this year appointed to teacher-ships of Surveying in Bengal Schools and Colleges, and the classes of the Civil Engineering College are becoming larger. There are now (November 1872) 156 students at the College, besides 31 students of the special Civil Service class. Some Bengalees who graduated in the Civil Engineering College have already attained lucrative and responsible posts in the Engineering Departments of Government, and a few years' experience will show whether Bengalees are or are not unsuited for, and whether the best Bengalee students will continue to keep aloof from, the profession of Civil Engineering.

- The Calcutta School of Art became a Government Institution in the year 1864, when it had 9 pupils on its roll. It contained 48 pupils in the year 1869-70, 72 in the year 1870-71, and 76 in the year under report. No examination of any kind is required of candidates for admission, and none of the pupils possess any knowledge of art before they join the school. The subjects taught are drawing, wood-engraving, lithography, plaster-casting, and decorative art of all kinds.

Most of the pupils of the School of Art come from Calcutta and the metropolitan districts; out of the total 76 now on the rolls 6 are Mahomedans, 16 are Brahmans, 17 are Kayesths, 2 iron-workers by caste, and 35 belong to other castes. Each pupil stays at the school on an average 3 years, and pays a fee of one rupee a month. During the year under report there were 57 pupils learning drawing; 7 learning lithography; and 6 either engaged in or learning decorative art. Some

few advanced students are employed on work entrusted to the School of Art by the public, and they enjoy any profits they can thus earn. The principal jobs done by the School of Art for the public had been the decoration of rooms in a part of Government House; a series of water-colour drawings from nature for the Cattle Plague Commission, illustrating the pathological appearances in the different stages of rinderpest; a series of lithographic plates for a botanical work by Mr. C. B. Clarke; a series of water-colour paintings of the poisonous snakes of India for Doctor Fayrer's *Thanatophidia*; a series of casts from the ancient Buddhist sculptures in the Khandigiri caves, Orissa.

Among "special" schools and colleges are ranked the Sanskrit College at Calcutta, the condition of which has already been mentioned, and the two Mahommedan Madrissas at Calcutta and Hooghly. These two Madrissas were originally established as places for the education of Mahommedans in Arabic, Persian, and Mahommedan Law. The Hooghly Madrissa is attached to the Hooghly College, which is supported entirely by College fees and by the bequest of a Mussulman, named Mahommed Mohsin, who left a large landed estate for religious and charitable purposes.

The Calcutta Madrissa contained 82 students during the year 1871-72. The languages taught at the Madrissa are Arabic, English, Persian and Hindustanee; Mahommedan Law, Logic, Grammar, and Literature are taught in Arabic. The cost of the Madrissa during the year was Rs. 12,830. Two or three years ago, when a committee, partly composed of Mahommedan gentlemen, made a very searching inquiry into the condition of the two Madrissas, a recommendation was made that the study of English should be obligatory on the upper classes of the Calcutta Madrissa. At the time the great majority of the Madrissa students wished to learn English, which is the bread-winning language of Bengal; but during the last year it has become apparent that students who had to master Arabic and Persian, as well as difficult works on Arabic grammar and rhetoric, and Mahommedan Law, have not time to devote to English. The students also have showed most clearly that they did not wish to have the study of English made obligatory upon them, and accordingly, after a very full inquiry, it was decided that the study of English should be permissive and not obligatory on the higher classes of the Calcutta Madrissa. At Hooghly the Madrissa students confine themselves to Arabic and Mahommedan subjects; any who desire to study English attend the regular Hooghly College lectures. It is noteworthy that about five-sixths of the students of both Madrissas come from Chittagong, Tipperah, and the Bengal districts east of the Berhampooter river. The pupils of the two large schools attached to the Calcutta Madrissa, who are for the most part Mahommedan lads of Calcutta and its suburbs, learn English and English subjects; these boys are very much more disposed to English studies than are the men who, coming from the eastern districts, study Mahommedan law and the religious or semi-religious law and literature of Islam. At the two Mahommedan schools attached to the Calcutta Madrissa there are 470 boys, most of whom belong to respectable and middle class Mussulman families in or about Calcutta.

During the year 1871-72 some few artizan schools have been established or have received Government aid.

Artizan schools at Dacca.

At Dacca Baboo Denonauth Sen, Head Master of the Normal School, started classes for teaching the art of carpentry and working in wood, and the use of English tools. These classes went on with some success for a few months, and in May 1872 a grant of public money was made for the support of these classes, for stipends to successful pupils, and for the necessary buildings and plant. One interesting feature of the Dacca school now begun is that its pupils are all to be boys who have learnt their own vernacular up to the scholarship examination standard; it is not proposed to catch and train unlettered lads merely because they belong to a caste which

At Burdwan.

practises a particular craft. In Burdwan there had been, for two or three years, an artizan school supported mainly by a donation of Rs. 1,200 a year from the Maharajah of Burdwan. The pupils of this school received a stipend of Rs. 4 a month each, and these pupilships were awarded to boys who acquitted themselves well at an examination open to boys at all vernacular and anglo-vernacular schools in Burdwan. Twenty-six boys were elected to pupilships, out of whom 7 were Brahmans by caste and 5 were Mahommedans. The pupils were all taught reading, writing, and arithmetic, and each had to learn a trade, either carpentry, smith's work, brass-work, or tin-work. The teachers were paid from the proceeds of the work done. In July 1872 the Government gave a monthly grant of Rs. 100 a month to help in enlarging this school and extending its usefulness.

At the canal workshops at Dehree on the river Soane artizan classes for imparting instruction in carpentry, iron-work and iron-founding, were

At Dehree.

opened, and stipendiary pupilships were established at the cost of Government. At the hill station of Darjeeling in Sikkim there had been for years a somewhat costly

At Darjeeling.

English Government school attended by the children of Bengalee clerks and shopkeepers; but Government had done little or nothing for the instruction of the Lepchas and Booteahs, who are the natives of those hills. Yet there is a considerable indigenous population in and around Darjeeling, and it seemed particularly desirable to train up a certain number of Lepcha and Booteah lads to a knowledge of English, so that they might teach their own people and also be to some extent useful as intermediaries between the British and the people of High Asia. It seemed best that any school for boys of these races should be in part also a boarding school and an artizan school, so that the Lepcha or Booteah lads might learn English colloquially, and might also acquire some useful trade. Accordingly a sum of Rs. 1,800 a year was granted for the support of a Lepcha and Booteah boarding and artizan school, while the remainder of the Darjeeling school grant (Rs. 500 a year) was given as a grant-in-aid to any Anglo-vernacular school the Bengalee immigrants might set up for their children. The Lepcha or Booteah boarding school is to be under the special supervision of the Deputy Commissioner and the School Committee of Darjeeling.

The Lieutenant-Governor, on his return from a tour to the Assam and Cachar tea districts in 1871, had invited the attention of tea planters to the desirability of establishing schools for the children of coolies on tea estates. The planters expressed much readiness to help in any plan for improving the condition of their coolies, but they urged

In the Assam tea districts, that carpentry, smith's work, joinery, and bricklaying,—not reading and writing,—were the acquirements most in demand. The Commissioner of Assam also urged that there was a very great demand for native surveyors in Assam. The Government accordingly decided to apply the income of the Williamson bequest, about Rs. 4,600 a year, to these purposes. The late Mr. Williamson had, some six or eight years ago, bequeathed Rs. 1,04,000 for the furtherance of education in Assam; the money had been invested; some Rs. 12,000 out of the interest accruing had been spent on school buildings at two towns in the centre of the tea districts. The income from the principal and accumulations was accordingly allotted, Rs. 3,000 for artizan classes either at schools or in workshops in Upper Assam, and Rs. 2,600 for surveying and mensuration classes at the Jorehaut and Golaghat Anglo-vernacular schools.

NORMAL SCHOOLS.

There are in Bengal three classes of normal schools, namely, higher class, lower class, and female. There are nine Government higher class; nineteen Government lower class normal schools; and there were, at the beginning of the year, two Government female normal schools, but both of these have been since closed. The number of aided normal schools for boys is thirteen, and the number of aided female normal schools is two. The total Government expenditure during the year was—

	Rs.
On Government normal schools...	1,23,924
On aided normal schools ..	32,215

The number of pupils under-instruction at the end of the year 1871-72 was—

In Government normal schools...	1,417
In aided normal schools ...	436

Pupils trained for teacherships in Government normal schools have at present to go through a three years' course. Vernacular only is taught at all normal schools except at Patna, where there are English classes. English instruction is excluded, because the object of the normal schools was to train up teachers for vernacular and primary schools, and it was feared that young men who had received a fair education and had learnt English would not be content with masterships in primary schools. The subjects taught at normal schools are arithmetic, composition, history and geography, geometry and algebra, mathematics, surveying, natural philosophy and science, and the art of teaching. All these subjects are taught through the vernacular. The Officiating Director writes that barely half of the youths who enter our normal schools go through the whole course

and gain a final certificate; many pupils, however, who leave the normal schools and take masterships before they complete the full course, derive much benefit from their normal school training.

To each normal school is attached a practising school, where the pupils ought to practise teaching; but a system has grown up of having a considerable staff of teachers for these practising schools and turning them into good vernacular schools. All pupils of normal schools receive stipends from Government for their maintenance while under training, but no engagement is taken from them that they will eventually accept masterships in Government or other primary schools. Masters from outlying schools are very rarely brought into the normal school to have their knowledge or power of teaching brushed up and refreshed. It has sometimes been feared that our normal schools are attended by boys who never intend to become schoolmasters, but merely wish to get a good education and to be paid for getting it. However this may be, it seems probable that the Government normal school grant might be made more generally useful if the course were shorter and simpler; if more care were taken to bring into the schools rural schoolmasters or youths of the rural schoolmaster class; and if precautions were taken that all pupils paid to attend normal schools really did undertake masterships. At present, if the Director's estimate of the proportion of pupils who complete their course be correct, each certificated normal school pupil costs Government about Rs. 660, or more than half the capitalised value of a primary school (patshala) grant.

"The aided normal schools are maintained by missionary bodies, with a view of training up teachers for their rural schools.

Missionary normal schools. At some of these institutions youths of aboriginal races, such as Koles, Ooraons, Khasis, and Sonthals, are trained for village schoolmasterships among people of their own race and tongue. These normal schools are very economically managed, and without them successful village schools among aboriginal races would be a very difficult matter.

Government female normal schools were established at Calcutta and at Dacca. They were very costly; they did not succeed in attracting many pupils, or pupils of a class which would make efficient schoolmistresses. It was therefore, after very full experiment and careful consideration, decided to close these Government female normal schools, and to devote such funds as were available to aiding normal schools under a native management. In this way two considerable grants of Rs. 2,000 each per annum have already been made in aid of female normal schools in Calcutta. A grant of Rs. 3,000 a year had been promised some years ago to a female normal school in Rajshahye, to which Rs. 1,500 a year are contributed by the Rajah of Nattore of the Rajshahye district. An English schoolmistress has charge of the school, which as yet has very few pupils, and is not in a very flourishing condition. The private normal schools for women in Calcutta have not been long in existence.

Girls' schools.

There are altogether 344 girls' schools with 9,518 pupils on the Educational

Department's books. Of these—

- 2 are Government schools.
- 292 „ aided by Government.
- 47 „ private, not receiving any aid from Government.

All but 47 of these girls' schools are in the Central and Western districts of Bengal Proper, and 110 are in the town of Calcutta alone. There are a few girls' schools in the Dacca district, but over the rest of the country there are hardly any girls' schools at all. Very many of the aided girls' schools are maintained by different missionary bodies. The education imparted in most girls' schools is of the simplest possible kind. As yet no active demand for girls' schools can be said to exist outside Calcutta and some of the large towns in Central and Western Bengal, and, perhaps, in the district of Dacca. Educated Bengalees of the upper and middle classes are now beginning to educate their daughters, and to seek for educated girls as brides for their sons. But for girls of this class, home or zenana teaching seems to be preferred to girls' schools. An American lady has organised a system under which some 40 or 50 governesses, some of them Americans, but most of them natives of India, visit and teach as governesses in Calcutta and its suburbs. Under this lady's direction about 800 girls and women are taught in zenanas. Home teaching of girls is to some extent practised outside Calcutta; but if Calcutta and a few large towns in Bengal be excepted, nearly all the efficient girls' schools are in the hands of the missionaries. A few little girls often attend the village patshala, and sit at the gooroomahasoy's (village dominie's) feet, to learn a little reading and writing with their brothers; but as a general rule it may be said that outside Calcutta, Dacca, and some few other towns in Central and Western Bengal, there are no girls' schools, and there is at present no demand for the education of girls or of women.

SCHOLARSHIPS.

The amount of Government money spent upon scholarships in the year under report was Rs. 1,70,568. Of this Rs. 23,520 are devoted to providing annually 40 scholarships of from Rs. 20 to 32 a month, tenable for two years, by students who had passed the First Arts examination and are continuing their studies at any college; Rs. 45,120 are spent in 160 scholarships of from Rs. 10 to 18 a month, tenable for two years, awarded to students who, having passed the Entrance Examination, pursue their studies up to the First Arts standard; Rs. 66,000 are spent annually on 450 scholarships of Rs. 4 and 5 a month, tenable for one, two and four years, to the best pupils of "middle" and primary schools. These last scholarships are awarded according to the result of annual examinations held in almost every district of Bengal; these examinations have the very best effect in directing and influencing the course of instruction at, and testing the efficiency of, the "middle" and vernacular schools all over Bengal. There are also a number of special scholarships for students of Medicine, Engineering, Art, Sanskrit, and Arabic.

In May 1872 the Lieutenant-Governor referred the existing scholarship rules to a Committee, with an instruction to revise them so as to encourage the teaching of physical science and surveying in schools, and the study of natural and physical science in colleges. The Committee, in making their report, proposed to establish primary school (or patshala) scholarships in every district, and recommended that the allotment of senior and junior scholarships should be revised so as to give more encouragement to remote and backward districts, and a smaller number of scholarships to Calcutta and the surrounding districts. The Committee proposed to change the system, whereby a fixed number of scholarships was allotted to vernacular schools, and a fixed number to English "middle" schools in each district. The Committee wrote:—

"It seems to us that the best plan will be to merge the funds for these two sets of scholarships together, and to leave it to the District Committee of each district to decide for each year, or for a series of years, how many of the scholarships of this class they will allot to students from vernacular schools, and how many to students from middle class English schools. The proportion should depend upon the number of schools of each class in the district, and upon the kind of education which may happen most to want encouragement at the particular time."

The Lieutenant-Governor, after considering the Committee's report, issued revised scholarship rules, whereby—

410 primary school scholarships of Rs. 3 a month, tenable for two years, are allotted to the several districts of Bengal.

Rs. 60,000 were distributed to the different districts, to be devoted as the District Committees might decide to constituting either minor scholarships of Rs. 5 a month, tenable for two years, for English schools, or vernacular scholarships of Rs. 4 a month, tenable for four years, for vernacular schools.

160 junior scholarships were allotted to the several divisions (Commissionerships).

50 senior scholarships were allotted to the several divisions and districts which contain colleges.

For the encouragement of physical and practical science it was provided that papers in physical geography, botany, physical science and surveying, should be set at the vernacular and minor scholarship examinations; that not less than one-half the junior scholarships of each district must be held by boys who had qualified at a previous examination in physical geography, drawing, and surveying; and that not less than half the senior scholarship-holders must choose the alternative science course instead of the Arts course laid down by the University for candidates for the degree of B.A.

The total cost of all these scholarships will be—

	Rs.
Primary scholarships	29,520
Minor and vernacular scholarships	60,000
Junior scholarships	46,800
Senior "	25,200
Total	1,61,520

Some of the new provisions in the scholarship rules take effect from the year 1873, while other provisions will not come into operation until the University examinations of December 1874. In the orders under which these new scholarship rules were issued, the views and intentions of Government were thus explained :—

“Hitherto there have been no scholarships for the lowest class of schools ; the indigenous schools of this class have not been recognized or counted, and our own patshalas are few. To make a beginning, a certain number of scholarships are assigned for the encouragement of these schools, and to enable a few selected boys to prosecute their studies in schools of the next higher grade or middle class schools.

“For middle schools, again, the present system of scholarships is adopted with some modifications. The Lieutenant-Governor accepts the recommendations made in paragraph 13 of the Committee’s report that the scholarships should be distributed by the local Committees to English and vernacular schools, according to the circumstances of each district. In practice it is found, in Bengal at least, that the boys who get scholarships in vernacular schools go with them to English schools.

“It is hoped that those who have already received an English education and take the minor scholarships may qualify for the Entrance standard in two years, while for boys coming from purely vernacular schools four years are allowed.

“For the higher schools the junior college scholarships are given in large numbers. They are tenable for two years, and enable clever youths from the schools established in every part of the country to follow the various courses in literature, science, art, and special civil service subjects, up to the point known as the First Arts Examination, or to a corresponding standard in other subjects. Finally, for the successful students up to this latter point, the senior scholarships provide the means of prosecuting higher studies for two years more, and attaining the highest acquirements and degrees. There are and will be some further scholarships for graduates prosecuting their studies for the highest branches of special professions, but these are not now dealt with.

“It is hoped then that by these various stages—

- (1) Village schools within the means of labouring men ;
- (2) Middle class schools, partly fed by village schools ;
- (3) Higher schools, partly fed by middle class schools ;
- (4) Second class colleges, fed by higher schools ;
- (5) First class colleges, fed by second class colleges and by higher schools ;
- (6) Scientific professions and higher branches of the civil service, fed by colleges ;

the gifted son of a ryot or labourer may become a distinguished engineer, or physician, or agriculturist, or administrator of high degree, or a judge of the highest court. At the same time great care will be taken that the prizes held out to remarkable boys in primary schools are quite exceptional, and that the mass of boys are not led to look beyond their own

callings. It is therefore very carefully provided that the subjects of examination in these primary schools shall be wholly confined to the simple subjects which are really sought by the mass of the people. The best arithmetician will probably turn out the best engineer or judge, but till he is selected for advancement he will not go a step beyond his arithmetic.

“All scholarships are open indifferently to all the schools and colleges of these provinces which comply with certain reasonable conditions; whether they are Government, aided, or private schools, they may all compete on equal terms without favour or preference.”

During the year 1872 His Highness the Maharajah of Vizianagram placed at the disposal of the Bengal Government the sum of Rs. 1,800 a year, to be spent on scholarships for the encouragement of physical or practical science. This grant has, with the Maharajah's consent, been devoted to the establishing of ten annual scholarships of Rs. 7½ a month each for proficiency in physical science or surveying.

DIRECTION AND SUPERINTENDENCE.

The directing and inspecting agency of the Educational Department consists of a Director, six Inspectors, and a large number of Deputy Inspectors; the cost of this organization is about Rs. 3,14,000 in the year. The local district officers had little or nothing to say to the progress of education, while the educational circles were much too large for the Inspectors to do much more than visit each district once a year; educational administration was much centralised in Calcutta, while the local civil officers, European and Native, who know their districts and the wants thereof, were divorced from any share in the administration of the educational funds. Under this system higher schools and English “middle” schools, both Government and aided, made very great progress in and around Calcutta, and in a few of the central districts perhaps too large a share of the available funds was devoted to schools of this class; but for primary education nothing or next to nothing was done. The grants, small as they were, remained partly unspent,—no local interest and no local efforts in behalf of primary education were stirred up. The Lieutenant-Governor accordingly decided that for the future the valuable and experienced Inspectors of Schools should

be allowed to devote their time more completely to the work of inspecting schools, while the local administration of the educational funds, the establishment of new schools, the appointment of masters, and the extension of education generally, should be left in the hands of District Committees and District Officers, assisted and advised by the Circle Inspector. In this way it is hoped that the interest and help of the leading people and the officers of each district may be enlisted in support of education in their own homes and neighbourhoods. The Director of Public Instruction, instead of being the head of a highly centralised department, will be the adviser and organ of Government in administering educational funds, and in controlling or directing the action of District Committees.

MISCELLANEOUS EDUCATIONAL SUBJECTS.

In Bengal alone, of all the provinces of India, education has never been aided in any way by any grants from local or municipal funds. The existing laws do not allow Calcutta or its suburbs, or Dacca or Patna, or any other municipality, great or small, to spend one farthing of municipal funds on educational objects of any sort or kind. Nearly every other province of India has set aside for educational purposes, especially for the extension and support of primary rural schools, a fixed percentage of its local funds. In other provinces municipal committees spend yearly, under the sanction of the law, considerable sums on town schools. For the great city of Bombay an Act was passed a few years ago to enable the citizens to grant some of the municipal money towards the education of the poor in the town. But it was not until the present year that it was proposed to give municipal bodies in Bengal legal power to spend money on education. An account of these provisions in the Bengal Municipalities' Act, and also of the educational cess question, has been given in another part of this report. It is hoped that before long Bengal townships will be empowered to grant municipal money for educating the children of the town folk.

Effort has been made to stir up some of the great landholders who draw large incomes from their estates in Bengal to spend something in promoting primary education among their tenants. As example is better than precept, the Court of Wards has been moved to spend at least one per cent. of the rental of estates under its charge in establishing or promoting primary schools on such estates. Schools so established by the Court of Wards will be entitled to receive aid from the Government grant for primary schools. The Government of India also has been moved to grant one per cent. of the gross rental on all Government estates, on all temporarily-settled lands, and in all ryotwaree districts, for primary education on the lands yielding such rental. It is anticipated that in this way another lakh of rupees a year may be made available for primary education, and it is hoped that the example set on wards' estates and on Government lands (khas mehals) may radiate to the surrounding estates of Bengalee and Hindoostanee zemindars.

In last year's report it was mentioned that the grant-in-aid rules were under revision. This revision has not yet been completed. A general decision has, however, been taken regarding the direction which revision must now take. The scope of that decision will be apparent from the subjoined passages of a minute recorded by the Lieutenant-Governor in July 1872. Mr. Campbell wrote—

“I think that the Bengal system cannot fairly be compared with that of other administrations. In Bombay the grant-in-aid system is confined within very narrow limits; in Madras a very large proportion of the higher education seems to be in the hands of missions. It is only in Bengal that native-managed English and middle class schools exist on so great a scale, and it would probably be impossible to carry out an accurate payment-by-result system, such as is applied to a few schools in

Bombay. The Bengal system has probably been attended with very considerable abuses; the accounts are liable to be misrepresented in order to obtain Government aid when the private resources do not really come up to the required standard, and I have no doubt that this has taken place to some extent. On the other hand, it is clear that among the middle and upper classes there is a real desire for, and appreciation of, education; that the very frauds to which the system is liable are designed not so much to get money as to get education. And I have no hesitation in saying that, with all its drawbacks, the system prevailing here really has produced very great results; that the money has led to the turning out of such a number of educated young men as could not have been obtained by its direct expenditure on Government schools. So far I should say that, looking at the thing broadly, the money has been on the whole well spent.

* * * * *

"The time has passed when grants-in-aid were given without limit on certain rules and conditions. Our educational grant for the province is now fixed and limited, and a good part of it must go to primary education. We no longer can say 'whoever conforms to certain conditions shall have a grant-in-aid fixed by established rules'; the demand on such terms has outgrown our means and all cannot be satisfied. We can only say 'we have so much money available for grants-in-aid, and will distribute it to the best advantage.' This state of things seems to me wholly to alter the position of the question discussed between the Government of India and this Government. We cannot continue the former grant-in-aid rules; we cannot establish rules for giving fixed aids with reference to results. We must distribute the money we have to the schools which seem on the whole likely to make the best use of it; and in doing so, we must have regard not only to the efforts and contributions of the people themselves, and to the results of those efforts, but also to the circumstances of different districts and places. These now vary immensely. Whilst in some places the demand for education is so great, and the supply of teaching talent so overflowing, that education above the lowest may altogether or almost be left to support itself; in other places, which are more backward, liberal Government aid is most necessary. It is manifest that to these backward districts such aid should be supplied more liberally than in districts where, after long time and large expenditure, schools have learned to stand alone.

* * * * *

"I have now directed that the next report should give educational information, district by district, in the order of civil districts, and propose that the Inspectors' circles should be made to correspond with civil districts and divisions. I would distribute the total sum which we can each year give for grants-in-aid in a similar manner.

* * * * *

"That done, I propose that the present Committees which supervise the Government schools at each station should be enlarged into District Committees, of which the local Deputy Inspector of Schools will be Secretary, and that these Committees should, on the facts being laid before them by the Secretary, determine how the district grant-in-aid should be

distributed to each sub-division, place, and school, with reference to the capabilities and necessities of each."

The other minor matters for which the new grant-in-aid rules are to provide were explained in a letter which laid before the Government of India the Lieutenant-Governor's minute and a mass of interesting and valuable correspondence regarding the operations of the grant-in-aid rules in Bengal. That letter explained that the proposed reform was intended—

- " (1) To localise the administration of the grant-in-aid fund.
- (2) To give better terms to districts and races which are backward ; whereas at present there are the same rules and limitation for grants in Assam and Chota Nagpore as in the highly civilised districts of Burdwan and Nuddea.
- (3) To provide for the certificating of masters.
- (4) To admit of municipal bodies bearing a share of the cost of municipal education.
- (5) To lay less stress on the expenditure accounts, which are said to be so often fraudulent, and to insist rather on efficient and full schools than on elaborate accounts ; but at the same time to check properly such accounts as are required.
- (6) To provide for specially encouraging the education of the great Mahommedan population of Bengal."

It was added that there is "left to be treated separately the very important question of adapting the grant-in-aid system to primary education. As was stated by the then Lieutenant-Governor, Sir F. Halliday, in 1858, so it has been since, the great mass of the people of Bengal has not been reached by the present system of grants-in-aid. Indeed Rule 14 of the existing rules indirectly says that schools which do not spend Rs. 30 a month cannot get any grant-in-aid at all, whereas the total expenditure of village schools in Bengal averages under Rs. 10 a month. But this question of primary education will be treated separately by the Lieutenant-Governor, who expects the grant-in-aid rules now under consideration to reach only the middle and upper classes of the people, who have enjoyed almost exclusively hitherto the benefits of the grant-in-aid system."

There has been much discussion during the year regarding the Vernacular languages. languages to be taught in the schools of the several provinces of Bengal. The mother tongue of nearly 40 millions of people under this Government is Bengali : of this language the spoken dialects vary somewhat in different parts of Bengal ; each tract has its own peculiarities of dialect ; but the character and the written language is for the most part the same.

Bengali. Of late years there has, however, been a strong tendency to Sanskritise the written Bengali, so much so that the Bengali of our school books had begun to differ widely from the language spoken and understood by an intelligent but unlettered man from the streets. During the year 1871-72 special inquiry was made into this matter. Some of the Natives and Englishmen who were consulted held that the Bengali of our schools was the language used by all educated people all

over Bengal; that it was the language of the Bengali books and newspapers of the present day; that it was purified, indeed, from provincialisms and local peculiarities, but still that it was intelligible to people all over Bengal. Some authorities, on the other hand, reported that a highly Sanskritised Bengali had for some time past been cherished by the Educational Department, and that there had sprung a school of purists who make it their "leading canon that no single word shall be admitted which is not of Sanskrit derivation." It was said by an Inspector of Schools who had served many years in a Bengali circle that "the book Bengali substitutes for about one-fourth of the words in universal use other Sanskrit (frequently compound and antiquated) words." It was added that "in our (Bengali) Infant Reader No. II, universally used at our schools, the sentences of three or four words used to illustrate the compound letters continue marvellous words: learned scholars had been at dispute as to their meaning, and had been seen to refer to Sanskrit Dictionaries for them." This view was upheld, more or less fully, by native scholars of repute, and the Government accordingly directed that the Government Educational Department and its schools should teach the real vernacular of the country. The letter conveying these instructions went on to say—"No doubt the spoken dialects in the different parts of the Lower Provinces vary very much; no doubt the written language must differ from the spoken dialect. The written language does and must contain many Sanskrit and foreign words, but still there is a vast difference between the written language intelligible to tolerably educated and intelligent men all over the country, and the language rendered unintelligible by the introduction of pedantic words and phrases. The Lieutenant-Governor does not wish to exclude all new words; it is entirely a question of degree. His Honor desires that the Infant Reader No. II and all similar books may be positively prohibited in all Government schools, and that you will be so good as to prescribe a sanctioned set of school-books written in fairly simple and intelligible Bengali, and not disfigured by pedantry."

Next to Bengali, Hindi or Hindustani is the language most
 Hindi, largely spoken in the provinces of Bengal. It is the mother tongue of about 18 millions of people in Behar, and it is spoken and understood by two millions of aboriginal races who inhabit the highlands of Chota Nagpore. In the indigenous rural schools of Behar Hindi is nearly always the language taught. In the Government schools, however, Hindi was rarely taught at all; and the more recent of our Hindustani school-books were in a highly artificial language full of Persian and Arabic words not known to the mass of the people. Instructions were accordingly issued that Hindi should be taught in Government schools of Behar and other Hindustani-speaking districts, and that the list of Hindustani school-books should be revised; that the books written in simple language intelligible to ordinary people should be retained, while those in a high florid, artificial language should be weeded out. It was pointed out that instruction in Persian would satisfy the requirements of Mahomedans, Kayeths, and others who might want to learn a language different from the ordinary vernacular. It was added that Persian should

now be taught in Behar schools where there may be a sufficient number of boys who desire to learn it.

Some few years ago Oorya was recognised as the vernacular language of schools in Orissa. During the year under report considerable additions have been made to the scanty stock of Oorya school-books. Oorya is now taught in preference to Bengali in all the Government primary and middle schools of Orissa; no Oorya boy in any higher middle school need learn Bengali unless he chooses, and natives of Orissa are gradually filling the masterships in all the Orissa schools.

In the province of Assam Bengali was long ago made the language of the Courts of Justice and of the Government schools, but in all the missionary and indigenous schools Assamese is taught. One or more Assamese newspapers are published in Assam, and there is some Assamese literature. From time to time representations have been made by the people of Assam praying that Assamese should be recognised as the language of the province, and some of the Government officers in Assam have supported these representations. The view that Assamese is a dialect of, and almost identical with, the Bengali had however prevailed, and Government had declined to make Assamese the official language of Assam, though it insisted on all civil officers who serve in Assam learning and passing in Assamese. During the year under report further representations have been made in this matter by memorials from Assam; increased importance is given to the subject by the decision of Government to spend considerable sums upon primary education in Assam, for it would clearly be inexpedient to teach in rural schools a foreign language which was not understood by ordinary villagers. The present Commissioner, Colonel Hopkinson, is opposed to the rehabilitation of Assamese; his predecessor, Colonel Haughton, had formally recommended that Assamese should be made the court and school language, and the language of the revenue records. A full and careful reconsideration of the subject has now been invited from the Commissioner in the following terms:—

“The Lieutenant-Governor has recently had before him more than one petition from Assam, praying that Assamese instead of Bengali may be made the language of the Government schools and the Government courts in Assam. Your opinion on this point the Lieutenant-Governor gathers* to be, that Bengali and Assamese are so nearly akin that Bengali may well be

* From a passage in Mr. Eden's letter, No. 1258T, dated 11th September 1865.

Also from Colonel Hopkinson's remarks on Colonel Lees' memorandum.

Also from letters Nos. 229 and 11 of 13th December and 15th January last.

left as the language both of schools and courts.

“But it would appear from Colonel Haughton's letter of the 28th November, and also from some of the correspondence quoted above, that Assamese is taught in the missionary schools; that there are books and a dictionary published of the Assamese language; and that there have been on and off from time to time expressions of feeling in different

parts of Assam in favour of the adoption of Assamese as the language of the courts.

"The Lieutenant-Governor would now ask you to consider the matter fully with reference to the above considerations, and to send a copy of this letter to, and obtain from each of the Deputy Commissioners of your division a report upon the language used in their courts, and regarding the propriety of substituting Assamese for Bengali. The Lieutenant-Governor would particularly wish to know for each district what language the people speak when they come to court; what they speak at home in their own houses; and whether there do occur from time to time cases of practical difficulty or inconvenience from the use of Bengali as the court language. His Honor would also inquire what language is taught in the few indigenous schools there may be, and in the mission schools all over the division, and whether any considerable proportion of the amlah of the Assam offices and courts are Assamese. He wishes not only to know whether the objections to the use of Bengali are insuperable, but also what reason there is for using Bengali among an Assamese people. *Prima facie* it would seem natural to use Assamese; and if we are to use Bengali, it must not only be shown that the evils of that course are not intolerable, but also that there is strong reason for adopting an apparently surprising course."

In a previous paragraph it has been mentioned that the study of Sanskrit in Government schools. Sanskrit absorbed too large a share of

a schoolboy's time in our higher schools, and that the study of Bengali was so little pursued in higher schools, that at the last Entrance Examination only 249 candidates took up Bengali while 1,160 took up Sanskrit as their second language. This excessive study of Sanskrit in Government schools was made obligatory some eight or nine years ago; there was no doubt that Sanskrit took up too much of the boys' time in most "higher" schools, and it was generally believed that many boys, if allowed the option, would learn Bengali instead of Sanskrit, and would thus have more time to devote to science and other studies. The university standards do not make Sanskrit obligatory at the Entrance, but only at the First Arts examination; so that a lad who intends to pursue the professions of medicine, law, or engineering, or who desires to study physical science, is not compelled to devote several hours a week for five years of his school-life to the study of a difficult language like Sanskrit. There was clearly, however, a desire on the part of many of our learned and earnest native professors and schoolmasters to encourage, perhaps even to enforce, the study of Sanskrit. Under these circumstances it was deemed desirable to issue clear orders to the effect that Sanskrit should not be taught in any but the three upper classes of our Government higher schools; that every boy should have the option of learning Bengali in Bengal, or Persian or Hindi in Behar, if he preferred it to Sanskrit, and that Sanskrit should not be taught to any class which did not contain ten boys anxious to learn it. It was also directed that in normal schools, where masters are trained for vernacular school-masterships, Sanskrit should not be taught. By way of further lessening the obligation to learn Sanskrit, and by way of further encouraging the

study of the vernacular of each province, the rule obliging a candidate to qualify in Sanskrit before he could obtain a junior scholarship was abrogated, and it was provided that no candidate should obtain a junior scholarship who had not qualified in one of the vernaculars of Bengal. A special concession was made that this order insisting on proficiency in one vernacular language should not be enforced upon students of aided Christian colleges until the year 1874. The orders restricting the teaching of Sanskrit in Government higher schools and abrogating the rules that had previously made Sanskrit qualifications obligatory for scholarships, did not meet with the approval of some of the learned and influential native scholars. Memorials were received from more than one quarter against those orders. In reply to one of these memorials the views and intentions of the Government were explained in the following words :—

“The Lieutenant Governor is much obliged for the Association’s expression of opinion on the subject of the study of the Sanskrit and vernacular languages in Government schools, and will give the subject his best consideration. Meantime His Honor desires me to say that he would not discourage the study of Sanskrit: on the contrary, he would give every encouragement to students who are willing to cultivate it by scholarships and other means; and whenever a sufficient number of students is found at a Government school, he will provide for the teaching of Sanskrit in the upper classes of our schools as well as in our colleges; but the Lieutenant-Governor thinks that the study of Sanskrit should not be *compulsory*, and should not be imposed on boys of tender years who have not yet a sufficient knowledge of their own vernacular, and are at the same time learning the elements of English. Such compulsion is the less necessary as the University, very wisely His Honor thinks, do not insist on Sanskrit at the Entrance Examination.

“So far as normal schools are concerned, the Lieutenant-Governor would adhere to his order that Sanskrit is not to be taught to normal scholars. These schools are required to train masters for primary schools, and though some normal school students may go to higher vernacular masterships, still the preparation of good primary school-masters is and must be the main object of our normal schools. At primary schools Sanskrit is not taught, and therefore instruction therein cannot be wanted at normal schools.”

The very important subject of Mahommedan education was carefully reviewed and reported upon during the year. The only two places of exclusive Mahommedan education are the Calcutta and Hooghly Madrissas, of which mention has already been made. Much stress has, during the discussion of the past year, been laid upon the fact that, though the Mohsin endowment, left by a pious Mahommedan for religious and charitable uses, yields Rs. 55,000 a year for educational purposes, only about Rs. 8,500 a year are devoted to exclusively Mahommedan education. The Madrissas were not in very first-rate working order, but their reform might be managed; the great difficulty before the Government was that in the Eastern and North Central districts, where Mahommedans formed the bulk of the population, Mahommedan lads did not attend the Government schools and colleges. In all the provinces of Bengal there are, according

to the recent census, 21 millions of Mahommedans; and of this only twenty-eight thousand are on the rolls of the Government schools. Mahommedans, it seems, come in considerable numbers to the Government primary and middle schools in Mahommedan districts, but they do not come to our higher schools* or colleges.

The educational statistics for 1870-71 showed that the proportion of Mahommedan to the total number of boys on the rolls of Government institutions was :—

Mahommedan scholars in Government schools.

In colleges and at university examinations	...	about 5 to 100
At high schools	... from 6 to 12 to 100	
At rural schools	... " 12 to 26 to 100	
In the primary schools of Rajshahye	... 33 to 100	

The larger proportion of Mahommedans to total schoolboys occurs in districts where more than half the population are Mahommedans. In the Rajshahye district more than 80 per cent. of the whole population are Mahommedans. In the North-Western Provinces, on the other hand, where the Mahommedans are about 14 per cent. of the whole population, it is stated that out of the—

University candidates	...	14 per cent. were Mahommedans.
High and middle class schools	... 17	" " "
Tehseelee schools	... 16	" " "
Hulkabundee schools	... 15	" " "
Private colleges	... 16	" " "

Among the reasons which have been assigned for the absence of Mahommedan boys from Government schools has been stated the fact that none of the native officers of the educational department, such as Deputy Inspectors, none of the well-paid schoolmasters, hardly any of the normal school pupils, and next to none of the rural schoolmasters, are Mahommedans. In the North-Western Provinces, on the other hand, half the Deputy Inspectors of Schools and more than half the teachers in middle schools are Mahommedans. Between the circumstances of the North-Western Provinces and of Bengal there is, it must be remembered, the substantial difference that in the North-West Mahommedans form a large section of the upper and well-to-do classes, while in Bengal they belong almost entirely to the lower and poorer classes of the population.

With a view of encouraging Mahommedan lads to come to Government schools, moulvies were appointed as teachers of Persian and Arabic to the chief schools in the Mahommedan districts. Recently the Lieutenant-Governor directed that "as a special concession to the Mahommedans, whenever

* As an illustration of the feeling some, though happily not all, Mahommedans have regarding Government English schools and the teaching therein given, the following characteristic anecdote was reported by the Inspector of Schools, Eastern Circle :—" A well-to-do Mahommedan sent one of his sons to the Government school. The boy was successful, and the father was urged to send his other son to school; the father replied that he might, under pressure, let one of his sons go to be made into an infidel, but he could not let more than one go to the bad in that sort of way."

there is sufficient demand to justify the supply, there will be a special class to teach Mahommedans Arabic or Persian after their own fashion. No Hindoos will be admitted to this class, which will be special and denominational."

On the general question of what should be done to encourage Mahommedan education, the Lieutenant-Governor's opinion was submitted to the Government of India in August last. It was said that "after full consideration, His Honor has come to the decided conclusion that, however it may be in Behar, in Bengal it would not be desirable to encourage the Mahommedans to look to oriental languages for higher education. Their vernacular language is generally Bengali, not Hindustani, far less Oordoo. They come pretty freely to indigenous Bengali schools, though they have hitherto avoided the Government English schools. It is certain that they would have no desire to be instructed in an artificial Sanskritized Bengali, such as some Bengali scholars affect. The few who go beyond primary education study Arabic and Persian, not as a medium for attaining western learning, but in conformity with old habit, and to obtain the learning of their religion. If, with much trouble and difficulty, we were to instruct them through oriental languages in a modicum of modern knowledge, they would, in every corner of Bengal and in almost all walks of life, public as well as private, come into competition with thousands of Hindoos who had qualified themselves in our language and manner of business, in our laws, rules and practices, in our fashions and habits, by the short cut of directly learning English, which they do from childhood; and the Mahommedans would have very little chance in the competition. The Lieutenant-Governor's view therefore is not to attempt in Bengal to give the Mahommedans western knowledge through the means of foreign oriental languages, but only to teach them those languages in their own way so much as to satisfy the requirements of their religion, their ideas of a liberal education, and the genuine demand for oriental learning for its own sake, not as a means of gaining profit and employment."

The Lieutenant-Governor's fear was expressed "that the Mahommedans have not been fairly treated in Bengal in regard to our educational machinery. It seems that not a single member of the inspecting agency is a Mahommedan; there is scarcely, if at all, a Mahomedan in the ordinary ranks of schoolmasters of Government schools: the Bengal Educational Department may be said to be a Hindoo institution. Hindoos have monopolised all the places below the highest, and all the executive management. This undoubtedly places the Mahommedans at some real disadvantage, and certainly gives reasonable offence to their prejudices and sensibilities. It is very difficult, almost impossible, to remedy it. The Lieutenant-Governor is inclined then to think that, although the English education of the Mahommedans should not materially differ from that of the Hindoos, still if we would encourage them it will be necessary to allow a few special or denominational Mahommedan places of education, in which they may not be depressed by a disadvantageous competition with Hindoos in Hindoo-managed institutions. It would be

difficult to justify the devotion of the provincial funds to special Mahomedan education, but Mahomed Mohsin's endowment seems to supply the legitimate means. The Lieutenant-Governor would propose to take upon the Provincial Funds the cost of the Hooghly College, with a fair contribution from the Mohsin endowment for the Madrissa attached to the College, and for special benefits to Mahomedan students in the College.

"The money saved from the Hooghly College might then be devoted to Mahomedan education elsewhere. The Lieutenant-Governor would have two Madrissas at Dacca and Chittagong, to each of which (say) Rs. 10,000 per annum might be given from the Mohsinea Fund, besides something for building, and towards which he hopes that the Government of India would subscribe something. One at Rajshahye or Dinapore would also be desirable. The Lieutenant-Governor would appoint as Principal of the Calcutta Madrissa and Superintendent of Madrissas in Bengal a European scholar on Rs. 1,000 per mensem, to be paid from the Mohsinea Fund. To bring him into sympathy with the students, and to enable him to direct their studies, he should be a Persian and Arabic scholar; but His Honor does not propose that the teaching of those languages should be in any degree his chief function. It is much more important that he should be able to direct their education in European science and art, and to teach in Calcutta the most important branches. And most important of all, much more important than his being a mere oriental scholar, is that he should be a man fitted to lead, to influence, and to discipline youth;—a man with the talent of a head-master of a public school, and a temper fitted to deal with, and attach to him, the natives of India."

It has already been mentioned that arrangements have already been made to attach teachers of drawing, Scientific and technical teaching. physical geography and the use of engineering materials and surveying to some eighteen of the principal Government higher schools. This was done partly because the Lieutenant-Governor had been convinced that there was too much cramming of languages in our schools, too little bread-winning education, and no teaching of practical arts; partly because in all the provinces of Bengal there was a great want of men qualified in land surveying for the public service and for private work. It was desired also at least to keep up with the University's measures for the extension of physical and practical science, and to give facilities for learning the course which might be prescribed in these subjects. Hitherto, besides the special colleges of Engineering and Medicine, the Presidency College was the only Government institution in Bengal where any instruction in physical science could be obtained. With the view of teach-

Agricultural teaching at Colleges. ing physical and practical science at other Bengal colleges, the Lieutenant-Governor, in June 1872, moved the Government of India to select in Europe and send out to Bengal two science professors, who should be able to teach the following subjects of the University science course, viz.—

Physical Geography.
Chemistry.

General Physiology.
Vegetable Physiology.
Botany.

In the letter applying for these two professors of science, it was added that "the Lieutenant-Governor considers that this last group

(d.) Acoustics.
Thermotics.
Optics.
Magnetism.
Electricity.

(e.) General Physiology.
Animal Physiology.
Zoology.
(g.) Geology.
Mineralogy.
Palæontology.

is the best introduction to agricultural science; but if either or both the new professors could teach in addition the elements of any of the alternative courses marked (d), (e),

and (g) in the margin, so much the better.

"The Lieutenant-Governor would make it an indispensable condition that one or (if possible) both the new professors should possess a thorough knowledge of scientific agriculture, including agricultural chemistry; for he proposes to establish at one or more Bengal colleges a complete course of lectures in scientific agriculture. He would be content that the scientific professors now sent for should know comparatively little of the subjects in the (d), (e), and (g) courses above mentioned, provided they were able to teach the elements of physical geography, vegetable physiology, and botany and chemistry, and to instruct fully in scientific agriculture. In fact, he wishes that one at least of the new professors should be a professor of agriculture, and both of them if possible. It was also submitted that in most countries agriculture is improved by practice, while science only comes in to aid practice; but in this country the farmers are all so poor and ignorant that they cannot be expected to make rapid advances. At the same time the circumstances of agriculture in Northern Europe are so different from the incidents and surroundings of Indian agriculture, that all attempts to apply directly to India the agricultural knowledge acquired in the countries of Northern Europe have more or less failed. The Lieutenant-Governor had seen and had experienced so many failures of this kind, that he almost despairs of the success of model farms, unless they are conducted by men of the highest chemical and agricultural science, who may discover the conditions of success and afterwards instruct their pupils in, and may themselves apply those conditions. In this view the Lieutenant-Governor would wish that the new science professors should be fully able to teach the principles of agricultural science, and also should make themselves thoroughly acquainted with indigenous agriculture in different parts of the country, with the nature of soils, and with the requirements of the different native and exotic staples. Such a professor would be able to work out the principles he might teach, and practically to demonstrate to his pupils the knowledge he might himself have acquired by observation and experiment."

It has been stated in another part of this report that annual examinations had been instituted at which young men of education might prove their fitness for the Deputy Magistrateships and other posts in the Native Civil Service. Some University qualification, a knowledge of surveying, and a short period of approved service in some Government department, were required of every candidate for

Civil service classes.

the higher posts; and further, each candidate was required to show that he had so far cultivated his physical powers as to be able to ride. It

had seemed to the Lieutenant-Governor that Bengalees, acute and industrious as they certainly were, had not of late years cultivated those powers of body which are required in a successful executive officer in a country like India. He therefore prescribed riding as a necessary qualification for the higher, and riding or walking for the lower, grades of the Native Civil Service. At the first examination held in February 1872, only twenty candidates passed the Civil Service examination. All these men very shortly were appointed to vacancies in the higher branch of the Native Civil Service. For the training of future candidates for these examinations, Civil Service classes were opened at the Hooghly and Patna Colleges, teaching Engineering, Surveying, Chemistry, Botany, and Riding. A large number of students and of candidates for the public service at once joined these classes.

With a view of inducing Bengalee students to cultivate their physical powers, and thus to counteract the effect which excessive and unre-

Gymnasia.

mitting study certainly exercises on a considerable number of Bengali students, gymnasia were opened during 1871-72 at the Dacca, Hooghly, and Patna colleges, and at one or more aided colleges. A teacher of gymnastics was allowed to each gymnasium, who will instruct the students how to make the best use of the appliances which have been furnished. Teachers of riding and ponies for the riding school have been attached to the Hooghly Civil Service classes.

PART II.

APPENDIX: DEPARTMENTAL CHAPTERS
AND
STATISTICAL RETURNS.

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THE WEATHER AND THE CROPS.

THE rainfall of 1871 was unusually heavy in most of the Bengal provinces. In Calcutta it was the greatest on record. There were, however, some remarkable exceptions. In some of the districts of North-Eastern Bengal, in Lower Assam, and on the intervening plateau of the Khasiah Hills, the rainfall of the year was considerably below the average; and the station of Cherrapoonjee, long renowned as the place with the heaviest rainfall in the world, received less than three-fifths of its usual quantity, the fall of the year being under 350 inches. On the other hand, in Upper Assam the excess was very great, amounting to one-third more than the average. In Orissa the rainfall was in general somewhat below the average, while it was greatly in excess in the western part of the Gangetic delta, in Chota Nagpore, and in Northern Behar; it was exceedingly heavy at Chuprah, for instance, where it was more than double the average annual quantity.

The fall was above 90 inches immediately around Calcutta, on both sides of the Hooghly estuary, and over the eastern part of the delta of the Ganges: Dacca, lying within this area, offered an exception, and a tract in Lower Assam, from Goalparah to Tezporé, had also less than 90 inches. The lowest quantity recorded in this latter tract was at Gowhatti, which received no more than 56 inches.

The monsoon rains of 1871 began early, and were unusually heavy. The showers that fell in March were heavier than usual for the time of year, especially in the Midnapore district. In April they were still more frequent and copious, and extended over the whole of Bengal and Behar; and in May the temperature and rainfall were like those of an average June, except in the districts north of the lower Ganges, and in Assam, where, with some local exceptions, the rainfall was not heavier than usual. From June to September the rainfall was in general in excess of the average, but Dinagepore, Goalparah, Gowhatti, and Shilong, also Cachar and Sylhet, offered exceptions to the rule. In Cachar especially the fall was more than 20 inches below the average. In September an excessive fall took place in Tirhoot and the adjoining districts of Chuprah and Chumparun, so that the total rainfall for the four rainy months amounted in the first two districts to more than double the usual quantity.

The last three months of 1871 were in general drier than usual, the chief exceptions being Sylhet, Mymensing, and Noakhally, and the upper part of Assam.

The first three months of 1872 gave less rain than usual in the Burdwan division, except in Beerbhoom; in the Rajshahye division, except at Berhampore and Dinagepore; in the Cooch Behar and Dacca divisions, with the exceptions of Cachar and Sylhet in the latter; in Orissa and Chota Nagpore, and in the Bhaugulpore division, excepting Monghyr; also in the lower half of Assam. There was more than the average in Upper Assam and in some districts of the Patna division.

The following statement shows the variations from the average at some of the principal district stations at each season and on the whole:—

Comparison of the Rainfall of 1871-72 with the averages of former years.

DIVISION.	DISTRICT.	April & May average.	Difference in 1871.	June to September average.	Difference in 1871.	October to December average.	Difference in 1871.	January to March average.	Difference in 1872.	Total average.	Difference in 1871.
Burdwan.	Burdwan ...	6.22	+ 1.05	44.56	+ 7.62	6.46	- 0.08	3.07	- 2.47	60.31	+ 4.63
	Midnapore ...	7.71	+ 5.09	46.83	+ 1.29	6.75	- 3.14	3.48	- 2.54	64.77	+ 0.70
	Bancoorah ...	5.06	+ 6.97	40.83	+ 4.01	4.45	- 3.66	2.75	- 1.79	53.00	+ 5.59
	Soory ...	3.20	+ 3.40	42.34	+ 8.30	4.12	- 2.20	1.80	+ 0.75	51.46	+ 10.25
Presidency.	Calcutta ...	7.63	+ 9.12	49.67	+ 13.65	6.22	+ 0.81	2.47	+ 0.73	66.04	+ 24.36
	Kishinaghur ...	12.23	+ 1.20	38.52	+ 4.67	5.43	- 1.40	2.24	- 0.41	58.41	+ 0.84
	Jessore ...	11.27	+ 1.57	44.95	+ 12.95	7.23	- 1.12	2.61	+ 0.03	66.00	+ 13.48
Rajshahye.	Berhampore ...	6.50	+ 3.32	39.36	+ 10.68	6.06	- 4.21	2.20	+ 0.70	54.30	+ 10.46
	Rampore Beaulah ...	8.04	+ 3.23	45.63	+ 18.53	5.79	- 5.15	2.08	- 0.25	62.19	+ 10.84
	Maldah ...	5.35	+ 0.23	39.30	+ 11.37	5.35	- 0.53	3.92	- 2.50	54.04	+ 8.47
	Bograh ...	14.38	+ 1.72	66.30	+ 8.53	7.49	- 2.36	2.22	- 1.10	90.30	+ 2.82
	Dinagapore ...	11.54	+ 2.72	66.18	- 8.81	6.17	- 6.39	1.65	+ 0.20	85.34	- 17.23
Cooch Behar.	Darjeeling ...	11.17	+ 0.19	103.67	- 2.35	8.29	- 6.87	3.83	- 1.83	126.96	- 11.46
	Goolparah ...	18.24	+ 10.78	70.31	- 16.67	5.95	- 4.18	2.78	- 1.12	97.78	- 11.19
Dacca.	Cachmr ...	27.10	- 1.53	73.54	- 20.87	9.42	- 2.18	9.35	+ 3.32	119.41	- 21.26
	Sylhet ...	37.61	- 0.41	87.20	- 3.85	10.72	+ 7.74	6.14	+ 0.52	141.67	+ 4.00
	Mymensingh ...	22.59	- 2.84	73.51	+ 7.17	6.10	+ 2.25	2.90	- 2.04	105.10	+ 4.54
	Dacca ...	16.94	+ 6.46	48.59	+ 1.41	6.92	- 2.12	2.84	- 1.59	75.29	+ 4.16
Chittagong.	Chittagong ...	13.84	- 3.03	80.12	+ 1.61	9.56	- 1.12	2.93	- 1.40	106.50	- 3.94
	Noakhally ...	13.14	+ 2.14	74.90	+ 20.80	10.28	+ 7.20	2.83	- 1.66	101.15	+ 28.87
	Tipperah ...	20.26	+ 4.06	61.82	+ 2.30	8.57	- 1.52	3.82	+ 0.14	94.47	+ 5.26
Patna.	Patna ...	1.61	+ 4.49	31.18	+ 21.45	2.82	- 2.18	1.53	- 1.34	37.16	+ 25.10
	Gya ...	1.52	+ 2.80	36.03	+ 7.24	3.57	- 2.77	2.00	+ 0.24	43.14	+ 7.51
	Arrah ...	2.24	+ 2.34	42.34	+ 13.03	3.36	- 2.41	2.07	+ 1.07	50.51	+ 14.03
	Chuprah ...	1.85	+ 1.95	31.40	+ 35.63	2.89	- 2.94	1.65	+ 1.22	37.89	+ 36.66
	Mozufferpore ...	2.35	+ 2.98	34.93	+ 36.33	3.73	- 3.00	1.68	+ 0.82	43.79	+ 37.13
	Chumparun ...	2.16	+ 4.18	37.68	+ 14.34	3.77	- 3.77	1.45	- 0.94	45.05	+ 13.81
Bhaugulpore.	Bhaugulpore ...	3.12	+ 1.69	36.04	- 4.88	5.03	- 5.08	1.63	- 1.20	48.92	- 9.47
	Monghyr ...	2.05	+ 1.03	32.92	+ 21.33	3.94	- 3.46	1.52	+ 0.66	40.43	+ 19.51
Cutta- lack.	Cuttaek ...	3.37	+ 6.60	39.99	- 1.63	7.10	- 6.03	2.66	- 1.43	52.52	- 2.49
	Pooree ...	4.18	+ 4.20	38.67	+ 4.43	9.27	- 7.37	2.17	- 2.02	54.29	- 1.26
	Bainsore ...	7.65	+ 6.28	47.06	+ 4.13	3.14	- 3.91	4.21	- 1.51	67.00	- 2.37
Chota Nag- pore.	Hazareebaugh ...	1.84	+ 1.30	45.81	+ 4.41	3.75	- 2.06	1.51	- 0.38	52.91	+ 3.27
	Ranchi ...	2.03	+ 1.73	33.30	+ 21.94	3.44	- 3.04	3.48	- 1.92	43.25	+ 18.71
	Purnia ...	1.91	+ 3.67	35.78	+ 16.99	4.87	- 4.59	1.65	- 0.57	44.21	+ 16.50
Assam.	Gowhaty ...	17.56	- 1.88	44.76	- 7.58	3.55	- 2.39	3.36	+ 0.83	69.23	- 11.17
	Shillong ...	12.97	+ 7.41	58.38	- 11.99	7.86	- 1.92	2.24	- 1.82	81.43	- 8.29
	Nowgong ...	17.01	+ 1.95	55.73	+ 39.04	5.56	- 5.40	4.95	+ 5.72	83.25	+ 41.28
	Tezapore ...	17.45	+ 6.03	52.21	- 0.43	4.79	+ 1.68	2.60	+ 0.42	77.11	+ 7.11
	Nazcerah ...	16.95	+ 3.97	53.80	+ 21.08	6.14	+ 5.20	6.67	+ 0.86	83.36	+ 30.29
	Sebsaugor ...	20.93	- 1.48	58.42	+ 24.19	6.76	+ 2.88	7.45	+ 3.19	93.61	+ 25.7

It was only to be expected that the peculiar weather of last year should have affected the crops in an unusual manner. In the eastern districts, comprising the Dacca and Chittagong divisions, the rice harvest was more than usually abundant; while in Mymensing the late rice crop, and in Cachar the early rice crop, were said to have been the finest known for many years. Jute also prospered considerably, and as this is a crop which remunerates the cultivator more than any other, it is not surprising that its cultivation should be reported as yearly increasing. In Furreedpore the scarcity of rain between December and March is said to have injured the early spring crops, but this does not appear to have been the case in any other district of the two eastern divisions. In the western districts of Bengal there is nothing particular to notice, taking them as a whole. The outturn of rice, the main crop, was at least up to the average, but the sugarcane in the Midnapore district suffered much injury.

Turning to Central Bengal, there can be no doubt that the past year will long be remembered by the people. In the indigo districts of Nuddea and Jessore that crop was almost a failure, and such of the plant as came to maturity was said to have sometimes hardly repaid the cost of manufacture, so deficient was it in colour: the dye in fact had been washed out by the excessive rain. These two districts suffered heavily from the inundations, which will be presently noticed, and much of the rice crop was lost in consequence. In the 24-Pergunnahs, also, inundations in the eastern and north-eastern parts of the district resulted in the destruction of some of the late rice. Fortunately, however, the cost of food was not materially affected, and no such thing as famine prices ruled anywhere; on the contrary, food was tolerably cheap. In the Rajshahye division, while considerable damage was caused by the inundation in the districts of Moorshedabad, Maldah, Rajshahye, and Pubna, the crops in Dinagepore and Rungpore suffered somewhat from want of rain. Nevertheless, looking at things generally, the season was a good one. A great deal of jute is grown in this part of Bengal; to such an extent indeed that it is said that in Bograh jute cultivation is displacing mulberry, while in parts of Rungpore even rice land has been given up to it. The Collector of Pubna reports that owing to an injudicious selection of the land for cultivating jute, the quality of the fibre has deteriorated; but this does not seem to be borne out by any other statements. The districts of which the crops suffered most were Moorshedabad and Rajshahye. In the former, a great portion of the early rice was destroyed by the floods, and in the low lands much of the late rice was submerged and lost, and in many parts of the district a third rise in the rivers ruined the early winter crops. In Rajshahye the injury was less, chiefly because the main rainy season crop in this district is a peculiar kind of rice, the stalks of which grow to an immense length, and even when the waters rise quickly it is not submerged. The Magistrate writes: "In the height of the inundation it was reassuring to see this paddy growing in all directions, abundant and refreshingly green, stretching away miles and miles, as far as the eye could reach."

In Rungpore the mustard crop failed for want of a seasonable shower.

Except in Goalparah, the crops throughout the Cooch Behar division were not satisfactory. In Julpigoree it is estimated that the outturn of paddy was four-sixteenths to six-sixteenths less than that of last year, which was an exceptionally good year, or two-sixteenths to four-sixteenths below that of average years. This was owing to the rain in the district having fallen irregularly and been deficient in quantity; but other products, such as jute, tobacco, and cotton, are reported to have benefited from the dry season. In Darjeeling tea alone prospered, and of that, owing to the early rainfall, there was a magnificent yield.

In Behar the early rain crop generally was a failure, but this was compensated for by the winter crop, which, owing to the rich alluvial deposits which remained after the floods had subsided, was unusually productive. Thus of Sarun it is said that the season of 1871-72, which was disastrous in its commencement, ended by giving one of the finest winter crops of the last ten years. Indigo in Shahabad was less productive than usual, and in Purneah it suffered greatly in the south and the west from the floods of the Ganges and Coossey, but in most of the Behar districts the yield of indigo was good.

In Orissa the rains began early and were excessive while they lasted, but they came to a premature end in September. There were great apprehensions of another failure of the main rice crop in the southern half of the division: indeed the result was only averted by a providential shower late in the season. This, however, failed to reach the spit of land lying between Chilka Lake and the sea, comprising Sathpara and the estates of the Rajah of Parikood and of the Talookdar of Malood, whose crops were entirely lost, and the people, impoverished by the previous season's famine and repeated failure of the usual rains, had neither food in store nor money wherewith to buy.

To alleviate the sufferings of the people in the two estates, the sum of Rs. 3,000 was placed at the disposal of the Commissioner of the division, who was authorized to grant to the ryots, and to other people that had land in possession, relief in the shape of loans on the best security; while to those that were indigent and had nothing, relief was directed to be given as charity. It was at the same time thought advisable to ask the Commissioner to press the crowd of Brahmins and Mahantees, who hold their land rent-free and are too idle or prejudiced to work, to migrate elsewhere. Relief works, such as repairs of bunds, embankments, and tanks, were also started, affording employment to the needy and destitute in the two estates. If the funds proved insufficient, the Commissioner was authorized to expend a further sum of Rs. 2,000 for the purpose. The manufacture of salt was at the same time allowed to be undertaken by private speculators, who engaged to employ not less than 75 per cent. of the labor necessary for their manufacture from the two estates. In addition to this, a charitable subscription was opened throughout Orissa for giving succour to the sick, weak, and afflicted, and to such of the population as were physically incapacitated from earning a living. The showers generally expected in December were supplanted by heavy fogs; the winter crops were nowhere very good, and in Kendraparah they partially failed. Mangoes, which are almost a food crop in Orissa, completely

failed. In Balasore and the northern and eastern parts of Pooree, a good average rice crop was secured.

In Chota Nagpore there was an abundant yield of rice in Lohardugga and in the high lands of Hazareebaugh, but in both these districts the season was unfavourable to gundhy and Indian corn, while it was utterly ruinous to the cotton in Hazareebaugh. In Singhbhoom the oil-seeds and pulses are an important crop, and these failed : a similar fate befell the early tusser silk, and the loss that ensued was not compensated for by the late tusser crop, which was plentiful. The Koles depend mainly upon the oil-seeds and tusser for the payment of their revenue. In Maunbhoom there was too much rain ; in addition to which the rice crop was attacked by insects and the disease called "khooka : " so that finally the outturn was not more than eight or ten-sixteenths. In the cold season the rubbee crops suffered from want of rain, and the only crops that yielded well were the early rice grown in the uplands and sugarcane.

It only remains to notice the Assam division. In Kamroop the insufficient fall of rain, which interfered with the growth of one crop, made the season favourable for the early rice harvest. Full crops of mustard seed and pulse were also reaped, and the outturn of tea is said to have been unusually large. Things were equally prosperous in the other districts of the division, especially in Nowgong, and in Durrung the outturn of tea was 1,136,776lb as compared with 7,11,356lb in the previous year, which is a most favourable result.

The month of January 1872 was distinguished by fine cold weather and a general absence of rain throughout all the provinces under the Lieutenant-Governor of Bengal, and promising reports were given of the winter and spring crops.

Early in February a little rain fell in the districts in western Bengal and in Behar, but during the rest of the month the weather continued dry. The state and prospects of the crop generally were favourable, but not so in the Chilka tracts of Parikood in the district of Pooree. There seems, however, to have been a considerable amount of humidity in the air, for early in March it was reported that wheat and linseed in Shahabad were suffering from a yellow blight brought on by too much moisture ; no rain, however, fell. Very little rain fell in any part of Bengal during March, nor was there much to report about the state of the crops, for at that time of the year but little is in the ground. Indigo had been sown, and was said to have germinated well in Sarun and Chumparun ; all the rubbee crops were either being reaped or had been already harvested. In the middle of March the opium agents of Behar and Benares both reported the appearance of blight among the poppy crops in their respective jurisdictions. In the Behar agency the blight had shown itself in the sub-divisions of Shahabad and Alleegunge, and in the Benares agency the land of the Futtehghurh kotee and parts of Jounpore and Jaloun were attacked. The first sowing had escaped the disease altogether, but about one-fourth of the second and all the third sowings were damaged. This is the second year that the poppy crop has been attacked in this way, though in 1871 the disease showed itself about a month earlier, in the middle of February. Dr. Hooker, Superintendent

of the Royal Garden at Kew, was consulted in the matter, but he was unable to give any decided opinion owing to the imperfect diagnosis that had been transmitted to him. Unfortunately, too, his letter containing certain suggestions did not reach this Government until after the occurrence of the blight in March 1872, and Dr. King, the Superintendent of the Botanical Garden, Calcutta, being absent in Madras, did not return in time to prosecute the necessary inquiries while the green crop was still on the ground. He was, however, ordered to the spot on his return, and the whole question was under inquiry at the close of the year under report. Fortunately the alarm of blight in 1872 proved to be premature, and there was very little of it; the crop, however, suffered much from dry winds in the latter part of the season.

INUNDATIONS AND HEALTH.

Burdwan Division.—The inundations in 1871 having extended to the Burdwan division, affected the districts of Midnapore, Burdwan, and Hooghly. In Midnapore the bursting of the embankment of the Cossye river near Panskoorah laid Tumlook under water. In Burdwan, in the Culna sub-division, the rising of the Bhagiruthee submerged and damaged the crops, and heavy and continued rain brought down several houses. Considerable injury was also done to the crops by the overflowing of the rivers Farnigachi and Koolty. In Hooghly the low lands were seriously inundated by the overflowing of the Damoodah, Darkessur, and Selye rivers. In Midnapore the health of the people was unusually good. It was also satisfactory in Beerbhoom during the first part of the year, but at the end of the rains epidemic fever showed itself in that part of the district which borders on Burdwan. In Bancoorah the people were more or less sickly, and in Hooghly and Burdwan the state of things was very distressing, as the people suffered severely from the fever which appears to have seized upon these unfortunate districts.

Presidency Division.—In the Presidency division four (Kooshtea, Meherpore, Ranaghat, and Chooadanga) out of the five sub-divisions in the Nuddea district were affected severely by the floods consequent on the overflowing of the Matabhanga, the Jellinghee, the Ichamutty, the Bhoyrub, and the Kazla rivers. The whole country was a sheet of water; railway communication was interrupted by the breaking of bridges; bunds gave way; a bridge of boats was broken; whole villages were either submerged or water-bound; crops gathered or on the ground were destroyed; and cattle were starving. Floods also prevailed in the sub-divisions of Jenidah, Magoorah, and Narrail, and in the sudder sub-division in the Jessore district by the flooding of the Benga, the Nobogunga, the Koomar, the Kobaduk, and the Chitra. The inundations elsewhere in the Jessore district were not of an alarming character, and no material distress or loss of crops prevailed. In the 24-Pergunnahs, owing to the flow of water from Nuddea through the Ichamutty river and the various khals and bheels connected with it, the whole country from Collinga to Goburdanga became one vast expanse of water. The losses were greatest in the villages bordering on the Bogra bheel and in Magoorah towards the north-west. The loss of human life was small, but among cattle the destruction was

fearful. It is said that on a moderate estimate 200,000 head of cattle perished in the Nuddea district either from starvation or disease. In the 24-Pergunnahs there was a good deal of fever, some of it of a severe type; there were also several outbreaks of cholera, but the mortality from this disease was not excessive. In Nuddea, contrary to general expectation, the health of the people remained good, but in Jessore fever and cholera were very prevalent.

Rajshahye Division.—In the Rajshahye division the country between Moorshedabad and Bhugwangolah was swamped by the rapid rise of the Bhagiruthee and the bursting of the embankment at Laltekuri, about 20 miles above Moorshedabad. The rise of the Ganges also inundated the city of Moorshedabad at Lal Bagh, and communication between Berhampore and Moorshedabad by road was interrupted. The damage caused was principally in crops and houses, and though there was great distress there was no actual starvation. There was a good deal of fever about, and cholera caused great havoc in parts of the district. In Maldah an encroachment of the Ganges at Hyatpore caused all the Government buildings, thannah, and distillery to be washed away. There was also an inundation of the town of English Bazaar and the station of Maldah, but except to the houses of some poorer people no material damage was done. The inundation, however, affected injuriously the health of the people. As the waters subsided, fever and cholera became rife; and in the town of Maldah small-pox broke out somewhat virulently. In the Rajshahye district there were inundations of several villages and houses. Some of the villagers were forced to desert their houses, and great distress prevailed. There was much mortality among the cattle. While the floods were at the highest, there was no fodder to give them, and after they had subsided, they were too plentifully fed on the rotten grass that had sprung up, and numbers died. Two hundred houses near the Nattore sub-division were destroyed by a whirlwind, killing two boys and four girls.

Dacca Division.—A heavy flood occurred in the Dacca division in the district of Furreedpore, and another—which did not, however, do much harm—in the district of Dacca; the public health, however, was generally good. There was straw enough for cattle.

Patna Division.—Inundations affected more or less all the districts of the Patna division. In the Patna, Tirhoot, Sarun, and Chumparun districts the damage done to crops and property was excessive; nevertheless, except in Gya, the health of the people remained generally good, and even in the last-named district the sickness was not very serious. Cattle do not appear to have suffered at all.

Bhaugulpore Division.—In the Bhaugulpore division widespread and destructive inundations occurred by the overflowing of the Ganges and Coossey rivers. The districts chiefly affected by them were Monghyr, Purneah, and Rajmehal. Although much injury was done to roads and bridges, and cattle and crops were lost and houses were destroyed, yet no lives were lost, and no distress or scarcity among the people was anticipated. The winter crops promised well.

POLITICAL.

RELATIONS WITH FRONTIER STATES AND TRIBES.—ADMINISTRATION OF TERRITORIES EXEMPTED FROM THE ORDINARY LAWS.—OTHER MATTERS BEYOND THE SCOPE OF THE ORDINARY CIVIL ADMINISTRATION.

NEPAL.

There has been a good deal of correspondence during the year with reference to the boundary line between Bengal and Nepal.

On the north of Tirhoot the question arose whether the river Bhaugree or Dhoussee, which had suddenly cut a new bed for itself, was to be considered the boundary between mouzah Baskoo Behari and the territory of Nepal, so that land should be transferred from one State to another according to the line of the river's course. Inquiry, however, showed that hitherto not the river, but an artificial landmark on an island in its stream, had been looked upon as the boundary, and the Lieutenant-Governor directed an amicable settlement on the basis of retaining this landmark as the limit, irrespective of its position with reference to the river-bed.

Along the north of Purneah the boundary is marked by masonry pillars with connecting ramp and ditch; while in Bhaugulpore the river Coossey and similar pillars had formerly marked the confines of Nepal. In Purneah, however, the boundary mark had fallen into ruin, and in many places disappeared, while in Bhaugulpore the Coossey river had changed its bed and swept away several of the artificial landmarks which had supplemented its course. It was determined, with the sanction of the Government of India, to depute Mr. J. Charles of the Civil Service, to proceed last cold weather, in conjunction with a Nepalese official, right along the border of Purneah and Bhaugulpore, then to demarcate the line afresh and re-erect the pillars at points half a mile apart wherever the natural features of the ground were insufficient for a boundary. No attempt was made to reconstruct the ramp and ditch; but Government paid the whole cost of erecting the pillars in order that the sole control of them might remain in our hands—a principle which has been followed on other parts of our frontier during the year, as for instance between Hill Tipperah and the British district lying round it.

SIKKIM.

Our relations with Sikkim are ordinarily uneventful, and confined to the trade intercourse which pass on between Darjeeling and that State. The following incident of the year is, however, worth recording. In the XVth article of the treaty made with the Sikkimputtee on 16th

Slavery in Sikkim.

April 1861, it was stipulated that, "inasmuch as many of the late misunderstandings have had their foundation in the custom which exists in Sikkim of dealing in slaves, the Government of Sikkim binds

itself from this date to punish severely any person trafficking in human beings or seizing persons for the purpose of using them as slaves."

In August last Colonel Haughton forwarded some petitions presented to the Deputy Commissioner of Darjeeling, from which there appeared ground for believing that the above clause of the treaty was not strictly acted up to, and at the same time he asked for instructions as to the action he should take in the matter. He was told to satisfy himself whether slavery (and if so, slavery of what character and under what conditions,) is carried on in Sikkim, and to submit a full report with his opinion on the subject. The Commissioner, in reply, said he had little reliable information on the subject to lay before Government, and he thought that there were only two ways of obtaining this, viz., either by deputing an officer to Sikkim to make inquiry—a step which he did not recommend under present circumstances—or by questioning persons coming from or passing through Sikkim as to what they had seen of the practice. Directions were given that no opportunity should be lost of recording any information which might by such means come to light, but up to date nothing of importance has been discovered. The inquiries made may, it is hoped, have had a good effect.

BHUTAN.

It may possibly have been owing to the temporary withdrawal from Assam of part of its usual military garrison—a step rendered necessary by the Lushai expedition—that the Bhutan authorities showed once or twice a disposition to give trouble and to encroach. Nothing serious at any time occurred, but there were not wanting symptoms to make the local authorities watch closely the attitude of the Bhuteas. In the treaty with Bhutan the British Government, while annexing the Dooars, or sub-mountain tracts adjoining the Cooch Behar division, left to the Bhuteas all the hill territory previously possessed by them, except so much of it as was required for the establishment of secure military positions at Buxa and Dewangiri. Along the frontier of Cooch Behar the boundary line has been demarcated, and is thoroughly known and recognized, but along that of Assam, where we had annexed the sub-mountain tracts many years before, this very necessary measure has not yet been carried out. Taking advantage of this, the Bhuteas both at Dewangiri and at other points have occasionally collected forest and other dues in places claimed by our local officers as really British territory. From the small population of Dewangiri itself our officers have annually collected a light house-tax, but this year the Deputy Commissioner had considerable difficulty in realizing this, the headman of the village protesting that payment to our officials would bring him into trouble with the Bhutan Soobah. Shortly afterwards the Tongso Penlow addressed the Commissioner of Assam, demanding that certain dooars should be given up; suggesting certain limitations in the house-tax at Dewangiri, and proposing that the Bhutan Government should arrange for the control of that place. It was, of course, easy to answer such an application, but the Lieutenant-Governor came very speedily to the conclusion that the measures most urgently called for were an accurate demarcation of the boundary by permanent

pillars, and the establishment of at least a small police post at Dewan-giri to mark the fact of British possession. After some discussion as to the line which the demarcation should take, the whole matter was referred to the Government of India. The Government of India ordered that a British Commissioner should be appointed to demarcate and survey the boundary in its entire length; that he should be accompanied by an agent on the part of Bhutan, and that the Bhuteas should be liberally and generously dealt with; that they should not be shut out from all access to the valuable forests in the southern slopes of the hills, and that only enough of the roots of the hills should be taken as would ensure the security and permanence of the frontier and the avoidance of border disputes. On receipt of these instructions, the Lieutenant-Governor nominated Major Graham as the British Commissioner for defining the boundary. The Surveyor-General has been asked to depute an officer of his department to accompany Major Graham, and the Commissioner of Cooch Behar has been requested to arrange for the presence of a Bhutea agent and interpreter. Subsequently in September a communication was received from the Deb Rajah of Bhutan, drawing attention to the inconvenience that existed owing to the boundary at Dewangiri not having been demarcated according to the treaty, and asking that early orders might be passed on the subject, so that the boundary might be defined during the ensuing cold weather. It is, therefore, probable that the action Government has taken will be met in a good spirit by the Bhutan authorities.

THIBET.

As no mention of this subject was made in the annual report for 1870-71, it will be necessary to notice

Trade with Thibet.

what has been done in the matter from

a period anterior to the commencement of the year under report.

In October 1869 Colonel Haughton, the Commissioner of Cooch Behar, while writing on the affairs of Bhutan, recommended strongly the cultivation of friendship with the Llamas of Thibet, who are said to possess considerable influence over the Bhuteas, with the object of promoting peace and free intercourse. The Government of Sir W. Grey did not concur in Colonel Haughton's views, from the fear that any attempt of the kind on our part would be viewed with jealousy by the Thibetan authorities, and might thereby lead to a change in the present satisfactory state of our relations with them. In March 1870 the Government of India, and afterwards the Secretary of State, wrote that they did not look upon matters in this light, and stated that they saw no objection to Colonel Haughton sending a verbal or written communication of a friendly nature through the Rajah of Sikkim or other suitable channel, provided that no emissaries or messengers were sent by him into Thibet. In July 1870 Colonel Haughton submitted a report on the subject of extending our trade with Thibet and China; and with a view to remove the existing barriers to free trade, suggested that, first, measures should be taken to move the Government of China, in the spirit of existing treaties, to remove all restrictions on the free passage of merchants and travellers; and secondly, that the Rajah of Sikkim should be requested to obtain from the Thibetan authorities

authentic information as to the duties levied on articles imported into Thibet, and whether any prohibition existed as to the importation of any particular articles. He also stated that his opportunity for opening friendly communications with the Llamas of Thibet had passed away. In forwarding the letter to the Government of India another suggestion was added, that a letter similar to that to be sent to the Rajah of Sikkim should be written in Thibetan and despatched to the officer commanding the Thibetan guard in the Chola pass for transmission to his superiors. These proposals received the sanction of the Government of India, and Colonel Haughton was instructed to carry them out. In January 1871 a communication was received from the British Minister at Pekin and forwarded to the Government of India, in which it was stated that there was no hope at present of obtaining through the Government of China the means of extending our trade with Thibet; but a subsequent despatch from the Secretary of State informed this Government that in the event of any new treaty being negotiated with China, the question of opening a trade route between Thibet and India would be borne in mind. In June 1871 the Sikkim Rajah wrote to Colonel Haughton that the letter which had been sent to him to be forwarded to the Thibetan authorities had been returned to him unopened through the Jungpen of Pharee, but that pending instructions he had at present refused to receive it back. Colonel Haughton wished to address the Thibetan Government in somewhat peremptory terms on account of their refusal to receive the communication, but this did not meet the approval of the Government, who ordered that a more favorable opportunity for intercourse with Thibet should be awaited, and promised that further representations would be made to the British Minister at Pekin in order to obtain some concession of the Chinese Government. In the meantime Colonel Haughton had submitted another report on trade with Thibet. He enumerated the following routes through which exports at present reached Llassa from China: (1) viâ Ladakh; (2) viâ Nepal; (3) viâ Darjeeling; (4) viâ Buxa and the Western Dooars; (5) viâ Assam and Towang; (6) viâ Bhamo and Burmah. The route most used was that through Assam and Towang, a great fair being held at Udalgiri twice a year, the articles bought at which found their way to Llassa and China. Not much trade was at present carried on along the Darjeeling route, but Colonel Haughton induced some of the Patna Cashmirees, in whose hands was the trade which used the Nepal route, to establish an agency at Darjeeling. Looking at the greater facilities which now existed for reaching Darjeeling, it was, he thought, probable that the Nepal trade would be diverted, and thus the jealousy of the durbar at Katmandoo, which exacts an *ad valorem* duty of $12\frac{1}{2}$ per cent. on all goods passing through Nepal territory, would be excited. Finally, Colonel Haughton proposed to appoint Captain Hedayet Ali as Assistant Commissioner at Durrung on purpose to watch and aid in developing our trade with Thibet. The Lieutenant-Governor deferred the expression of his own views on the subject until he had visited Darjeeling. At this station he saw and questioned some of the Cashmiree traders alluded to by Colonel Haughton, and while agreeing with that officer regarding the extent and the most frequented route for this trade, he did not think that

the Nepal authorities viewed its extension with much jealousy. But little trade appeared to pass through Darjeeling; the eastern route by the Brahmaputra valley being the most frequented. At present the Lieutenant-Governor would not depute Captain Hedayet Ali, as proposed by Colonel Haughton, but preferred waiting the result of the fresh representations that had been made to the Ambassador at Peking; and in the meantime Colonel Haughton's knowledge of, and interest in the subject of Thibetan trade was a guarantee that it would not be lost sight of. In May 1872 Colonel Haughton submitted to Government a letter which he had received from a Cashmiree merchant, whom he had induced to settle in Darjeeling, in which the obstacles thrown in the way of trade by the Thibetan authorities were clearly set out, and he again recommended the appointment of a special officer in the interests of commerce. Neither the Lieutenant-Governor nor the Government of India, however, thought that any good would be achieved by such an appointment at present, and a letter received a month or two later from the British Minister at Peking showed that it was hopeless to expect any aid from the Chinese authorities, unless some unexpected opportunity for pressing the matter on their attention should occur. In this condition the matter at present rests.

ASSAM TRIBES.

In the hills which border on the sub-division of Mungledye in the district of Durrung, there lives a petty chief called Fispā, who pays no rents either to the Deb Rajah of Bhutan or to our Government. Early in 1871 a party of Bhuteah priests, who had for two years lived under his rule, becoming dissatisfied with it, descended into the plains and took up their residence with some other Bhuteas who were settled in the Sooghun Byhee forest within our territory.

At the end of March of the same year Fispā made a raid on this village and carried off six of the inhabitants, as well as the Hama Guru, or chief of the Bhutea priests, and ten of his family with property to the value of Rs. 147-4. The Assistant Commissioner in charge, Captain LaTouche, followed Fispā as far as the border of our territory, and then sent him a letter strongly advising him to release the captives and restore the property stolen. On the 2nd of April one of Captain LaTouche's messengers returned, bringing with him two of the women carried off and a letter from Fispā saying that he was sending the others back. In due course of time all the captives arrived, bringing with them their property, and the matter was allowed to drop.

In the report of last year an account was given of the Duphla raid in the district of Durrung. It seemed to the local authorities that in dealing with this case the orders which had been passed by the then Officiating Commissioner were at variance with those of the Government. It was understood that the former had ruled that quarrels between hillmen of independent tribes and our own subjects should be treated as "ordinary criminal cases," while Government had directed its officers to deal with them in their political or executive capacity as much as possible. This

Government, in setting at rest the difficulties which had been raised, pointed out that the case in which the supposed contradictory orders had been passed presented two entirely different aspects at its commencement and at its termination. When the Hill Chief Tara applied to the Deputy Commissioner for redress, inasmuch as he had been wrongfully deprived of his betrothed wife, it was decidedly injudicious curtly to refer him to the civil court. The case at its then stage was one in which the legitimate influence of a district officer should have been brought to bear. But when Tara took the matter into his own hands and chose to redress his wrongs by a raid in which loss of life occurred, there was no other means of treating his offence except by trial in the ordinary way. There may be, and no doubt are, difficulties about the application of ordinary law in Assam and other districts peculiarly situated, but the Lieutenant-Governor considered that district officers should not raise and suggest difficulties; they should make the best of the situation. Some districts have been exempted from the regulations and acts to such a degree as to place the procedure, and even the substantive law, very much within the discretion of local officers, and to enable them to administer a broad equity; and even when the law is more defined, the combination of civil, criminal, and revenue powers in the same officers gives much opportunity for tempering a too harsh administration of any law. Above and beyond, or it may rather be said before, law is the legitimate influence which a good district officer may and should exercise. There are very many cases in which by a judicious personal interference matters may be arranged, or in which the path of law (where a resort to law becomes absolutely necessary) may be smoothed over. Take the case of a runaway wife: that is no doubt one of the cases, perhaps *the* case, in which our law is least in accord with native feeling. In such a case between our people and those beyond the frontier an officer may not only call the parties together and try to settle it, but may also, when necessary, put them in the way of the law as it were. Instead of harshly referring a foreign savage to the courts, an officer might make a suit for the restitution of conjugal rights or a criminal case of adultery, or an action for breach of promise, a very simple affair for him by making out his petition, summoning the opposite party promptly, and administering justice which might be rapid and complete without ceasing to be legal. The Lieutenant-Governor did not think that to be within the law it was necessary to be slow, exacting, and unintelligible to simple people; on the contrary, he believed that if an officer knew how to go the right way about it, he might do much prompt and vigorous justice *within* the law, especially when he combined all powers in his own person. The sentiments thus expressed as to the mode of dealing with cases in which frontier tribes are concerned, attracted the notice and received the hearty approval of the Government of India.

In January 1871 the Commissioner of Assam was desired to report upon the present condition of the Shan and other tribes settled in the district of Luckimpore, and their relations to Government; and it having been observed that the custom of

Present condition of the Shan and other tribes settled in the district of Luckimpore.

reporting annually on the state of affairs as regards the frontier tribes in Assam had been discontinued, orders were given that the practice should be revived. The tribes to be so reported on were the Bhuteas, Akas, Dufflas, Abors, Mishmis, Miris, Singphoos, Khamptis, Muttocks, Patkoi Nagas, Sibsaugor Nagas, and any others not included in the Angamee Hills, Garo Hills, or Khasi Hills jurisdictions. In May last the following information regarding some of the above tribes was furnished by Major Clarke, who promised, after a better acquaintance with the district, to submit a more detailed report. The information regarding the numbers of the tribes is, however, extremely imperfect and unreliable. The Singphoo and Khampti tribes within our borders are the representatives of much larger peoples beyond.

Singphoos.—The settlements of the Singphoos contain forty-eight khels or sections, numbering about 3,435 souls, of which 1,120 are estimated to be male, 1,180 female adults, and 1,135 children of both sexes. The arrangements made after the Singphoo rising of 1843 have been carried out to good purpose, and they may now be reckoned as peaceful and friendly neighbours. They have settled down to agriculture, and do now for themselves what formerly they depended on their Assamese slaves to do for them. They apparently, however, only cultivate sufficiently to meet their own consumption for a portion of the year; the remaining months they live upon wild yams and other jungle products, and what they can procure from other places. The Government has no very fixed relations with them; they are generally obedient, and in such a way recognize British supremacy.

There are a handful of Singphoos who have settled in the villages of Tegee and Koolie, in the Megela mouzah of this district, who pay revenue and are on a footing similar to that of the other ryots of the mouzah.

The Singphoos meet the Government officer yearly at the méla held at Suddyah, and they are in the habit of visiting the officer in military command at that place. Further than this there is little official intercourse.

The Khamptis.—In the year 1839, owing to their misbehaviour, the Khamptis were removed from the villages of Tenga Pani, Makoo Derack, and Suddyah, where they had till then resided, and were sent to Narainpore in North Luckimpore, Majain, and Debroogurh; since then persons have come down from time to time from the Bor, or independent Khampti country, and settled in several villages or settlements. The population of these settlements is estimated to be 3,930 souls, of which 1,870 are estimated to be male, 930 female adults, and 1,130 children of both sexes. Besides there are four khels known as Monglong, Panangpan, Chamangthee, and Manoho, who live with the Singphoos and have the same relations with Government as the Singphoos. The Khamptis have also taken to agricultural pursuits. The settlers at Suddyah, Derack, Nido Pani, Tenga Pani, Dehing, Morowa Pani, and Kopahatoli, do not pay any revenue; the rest pay revenue, and are much on the same footing as the other ryots of the plains.

Muttocks.—The condition of the Muttocks, both politically and fiscally, is good. They are friendly with the other tribes. The population is estimated to be about 25,767 souls, of which 8,347 are estimated to be male, 13,920 female adults, and 3,500 children of both sexes.

The followers of the Tepook Gossam pay a poll-tax; those of the Dingoi and Gorpoora Gossams pay a land tax. The Gossams are mouzahdars in their territories.

Miris.—There are twenty khels of the Miri tribe, estimated to number about 2,134 male, 2,200 female adults, and 2,166 children of both sexes,—total, 6,500 souls. They live for the most part on the banks of the Brahmaputra. The names of their

Dehong.	Lohit Mookh.
Debong.	Pongajan.
Sasserpooh.	Dhol.
Debroo river.	Dhamajie.
Selonimoor.	

principal sites are given marginally.

The conditions of the settlements are stated to be generally prosperous. The tribe pays a capitation tax of Rs. 3. Our Abor interpreters and go-betweens are obtained from the Miris. Besides those above mentioned, there are five khels of Miris at Lalli Pani, Bokang, Chapori, Kemi Pani, Narigram, and Obang Pani, estimated at 306 souls in all, who are subject to the Abors, and who come in occasionally to trade.

Chang Miris and Dufflas.—In the hills immediately to the north of Luckimpore there are the Chang Miris and the Dufflas, estimated to number about 11,400 adults of both sexes, and about half that number of children, with the exception of the Tadoom tribe. Chiefs of these Miris and Dufflas get “*posa*,” or compensation for blackmail, annually from the Government. They are peaceful neighbours. The Chang Miris live at Dhamajie, Oohahat, Dizmare, and Narigao.

Nagas.—The Nagas of the southern hills who come at all in contact with us in Luckimpore count 2,865 houses. The population is estimated at 4,277 male, 4,919 female adults, and 5,187 children of both sexes, or a total of 14,383 souls. They cultivate rice, cotton, yams, Indian corn, and prepare salt at the salt-springs in their hills. Some of the Nagas had been employed at the working of the coal-mines at Namdong and Terap. They are now settled at Terappani and Makoompani, and are well conducted and peaceful. They pay no revenue of any kind.

Mishmis.—There are five tribes of Mishmis,—the Mijoo, Deggaroo, Tiang, Marhoo, and Chulkatta, most of whom come down to trade annually. The first four are well-behaved tribes, but the latter are said to be kept from depredations only by the presence of the military guard at Suddyah. The Chulkattas have been for some years past excluded from the plains on account of their frequent raids. They are said to have no village communities, but to live each family in its own separate locality. It is to be hoped that time and the benefits of trade will influence their wild savage nature, and induce in them more peaceful and more industrious habits.

Abors.—The Pachee, Padom, and Bor Abor tribes, who are otherwise quite independent, receive an annual subsidy from Government. They are a savage race, but on the whole have given little trouble of late.

The usual annual meeting of the tribes with the Deputy Commissioner, Major Clarke, took place in the end of January. On the right bank of the Brahmaputra he found the Bor Abors and the Silok Abors assembled to the number of

Annual meeting of the Deputy Commissioner of Luckimpore with the Abors.

500 men; they presented a hill bison, and received in return rum, tobacco, cloth, knives, &c. At Talli Mukh Major Clarke met the Para Abors, and at Porbah Mukh, the Dehong Abors. To the representatives of these tribes were given then the *posa* for last year as well as this, because owing to sickness being prevalent amongst them, no members of either tribe had been able to meet the Deputy Commissioner last year. The Mayboa Abors were the only tribe who did not come down, and their kotoki, or interpreting agent (a Miri), came and demanded that the Miris living under their passes should be free of dues and be allowed to grow opium. Considering this a mere intrigue on the part of the Miris, Major Clarke attached no weight to it, but told the kotoki that there was not the smallest chance of the request being granted. He took the opportunity of proposing the appointment of a regular Abor interpreter, so that he might be independent of the kotokis, who were not reliable. The idea was approved, and on Major Clarke's submitting a definite proposal for the appointment of two interpreters,—one to enable him to hold communication with the Nagas in the south of his district, and the other with the Abors in the north, it was sanctioned by Government.

QUESTIONS CONNECTED WITH THE SEEBSAUGOR DISTRICT.

The dispute between Mr. Eades, the manager of the Seppon factory, in the district of Luckimpore, and the Nagas of the Sangloi tribe, was reported last year, and it was stated that the matter was under strict inquiry. Fortunately no complications arose out of this dispute. The Rajah of the tribe sent a deputation of his people to the Deputy Commissioner, and according to their statement Mr. Eades was the aggressor, having fired at a load belonging to one of their men, and struck one of them with his fist, knocking out two of his teeth. The chief man of the deputation represented himself to be the person on whom the alleged assault was committed, producing two teeth and showing his mouth in proof that the teeth had gone. They considered that Mr. Eades should be given up to them, as their Rajah had on a previous occasion given up two Nagas when a requisition for them was made; but on hearing that he had been dismissed by his employers, and being told that the situation in the two cases widely differed, they admitted the justice of this view, and agreed to let the matter drop, on condition that Major Campbell should write to their Rajah and say that he had received the deputation, heard them, and accepted the assurances of his friendship. This done they went away, expressing themselves quite satisfied, and taking with them a few presents for themselves and some for their Rajah.

Dispute between Mr. Eades, the manager of the Seppon factory, and the Nagas of the Sangloi tribe.

There was danger of a collision between Mr. Donaldson, a tea planter at the Kanoo factory, and the Nagas of the Banferah tribe, owing to Mr. Donaldson's expressed determination not to permit Nagas to pass through his lands, as he suspected them of stealing property belonging

Apprehended collision between Mr. Donaldson, a tea planter at the Kanoo factory, and the Nagas of the Banferah tribe.

to him. Upon a report received from the Commissioner of Assam, it appeared to the Lieutenant-Governor that if an established footpath existed through the garden, the sale of the land to Mr. Donaldson did not affect the right of way, and the Deputy Commissioner of Luckimpore was warned to satisfy himself that Mr. Donaldson was not likely to complicate the irritation already existing by any misapprehension of his right to stop any path which the people were entitled to use. If there was any doubt or misconception on the point likely to lead to trouble, the Deputy Commissioner was to ascertain the facts and duly warn the parties.

/ In immediate connection with these cases a good deal of discussion ensued on a representation made by certain planters that in consequence of the above transaction, in which they said

Question of affording additional protection to the Sebsaugor frontier.

the Nagas had been treated with undue leniency, their position was no longer safe. They feared a raid in the ensuing cold weather, as a consequence of the policy of offering what they called a premium to offence, and recommended the establishment of an additional police post. The Lieutenant-Governor, in disposing of the matter, approved of the proposal to establish a police post at Kowang or some central spot, but he was not prepared to sanction at present any change in the policy which had hitherto been pursued with very fair success. He was unable to provide for an additional police force, and doubted whether it was desirable to do so. To guard the position by physical force would require a very large number of men, more than Government could give. Any considerable increase of force short of this, by causing the planters and others to rely more on the protection of the police and less on the diplomatic arts by which they have hitherto maintained pretty friendly relations with people who have a good deal to gain by intercourse with the plains, and perhaps by alarming the Nagas, might only lead to fresh complications. The Lieutenant-Governor also observed with satisfaction that the majority of the planters were inclined to take a prudent course, and to look to secure the safety and prosperity of their tea gardens by cultivating friendly relations with the Nagas, rather than to vindicating the dignity of the British name by severe measures.

In April a party of Angami Nagas, on their way back from the plains with salt, was attacked by Lhota Nagas, and one of their number killed. The attack was made in British territory, and the Angamis were unarmed, having left their spears in the hills, in accordance with the standing police regulation of that frontier. The local authorities believed that they had ground for attributing the outrage to two particular villages, and proposed to attack these with a force of fifty constables and punish them for the crime. The Lieutenant-Governor, however, did not feel justified in sanctioning anything like an expedition into the hills with a force of fifty constables for the purpose of inflicting punishment on an armed and fortified village in a very strong situation. Besides, the evidence adduced was not sufficient to bring home the crime to particular individuals or to

Attack by Lhota Nagas on three Angami traders.

particular villages. As Assam has considerable relations, political and commercial, with all the Nagas of the Sebsaugor frontier, and as the Nagas attach great importance to the privilege of coming down to, and trading in, the plains, the policy which seemed possible, after consultation with the Commissioner of the division and the Deputy Commissioner of Sebsaugor, was that of shutting off the Lhota Nagas from all intercourse with the plains by closing the Lhota Dooars and the passage of the Dyang. It was with some hesitation, however, that the Lieutenant-Governor recommended this step to the Government of India, for he saw that the case was one which, while affecting our general frontier policy, was surrounded with many difficulties. In March 1872 the Government of India, after a consideration of the correspondence submitted, stated their reluctance to sanction a blockade, and looking at the length of time which had elapsed since the murder was committed, were inclined to take no action in the matter, unless in the opinion of the Lieutenant-Governor evil results would follow from allowing the question to drop. The Lieutenant-Governor concurred that the question might be allowed to drop, but desired a further report if any fresh outrage were committed.

The proposal to extend the Statute 33 and 34 Vic., cap. 3, to certain tracts within the territories subject to the Lieutenant-Governor of Bengal, was under discussion during the year, and full details will be given in the report for next year.

Proposed extension of section 1 of the Statute 33 and 34 Vic., cap. 3, to certain tracts in the north-east frontier.

Several of the frontier districts have for some time been excluded from the operations of the regular laws, and subjected to such rules as the Lieutenant-Governor may lay down. These are the Chittagong Hill Tracts, the Khasi and Jynteah Hills, the Garo Hills, the Naga Hills, the Tributary Mehals of Cuttack, and to some extent the Sonthal Pergunnahs. Under Act XXII of 1860 the Hill Tracts of Chittagong were placed under a Superintendent (now Deputy Commissioner), and a few rules were prescribed for his guidance in the administration of civil and criminal justice and in the collection of revenue. In the Khasi Hills and Jynteah Hills, the Jynteah portion and some of the Khasiah villages are directly administered, while the administration of civil and criminal justice in the petty dependent states is ordinarily in the hands of the respective chiefs; but cases of homicide, or in which British subjects are concerned, or in which all the parties are not inhabitants of the same state, are adjudicated by the Deputy Commissioner in his political capacity, subject to revision by the Agent to the Governor-General, North-East Frontier. The Garo Hills were made a separate jurisdiction in 1866, and placed under a special administration similar to that of Cachar, a measure which was subsequently legalized by the Garo Hills Act XXII of 1869. This Act has since been extended to the Khasi Hills and the Naga Hills. The Tributary Mehals of Cuttack were, on the score of expediency, exempted from the operation of the Regulations by sections 36, 13, and 11 of Regulations XII, XIII, and XIV of 1805.

Districts excluded from the operation of the regular laws.

NAGA HILLS DISTRICT AND ANGAMI NAGAS.

This district consists partly of territory completely British and partly of territory with which there are but ill-defined political relations. Though intertribal feuds have been as rife as ever, the relations of Government with all the tribes have been of a perfectly peaceable nature. No raids on British territory were committed during the period under review.

The Deputy Commissioner considers Samoogoodting unhealthy as a civil station, though it is probable that no small share of its bad repute is due to sickness contracted in passing through the malarious tract below the hills along which the road runs from Demapore. The percentage of sick to strength among the hill police is shown to have been 7.33 for the year; but, on the other hand, there were only two deaths, and it is reported that the fever of the place seldom terminates fatally. The Deputy Commissioner has been unremitting in his attention to the improvement of the station and the roads.

The weather and crops have been all that could be wished, and the effect of the rich harvests reaped in the hills and neighbouring districts was shown in the great reduction in the price of grain. The Deputy Commissioner attributes this fall partly to the impetus given to supply through the spread of a feeling of confidence inspired by the presence of British officers in the hills. Labor was more freely supplied by the Nagas, and trade has been making more satisfactory progress. Several maunds of tea seed were collected by the Nagas, and sold by them to the planters from the Golaghat side. This tea is indigenous to these hills, and as its seed appears to be much sought after by the few planters who as yet know of its existence, it is probable that the trade in this article will increase. The Kyahs and other traders have been so well satisfied with the profits of the trade flowing into their hands for the past few years, that they have this year gone to the expense of erecting new and thoroughly good and substantial golahs both at Samoogoodting and Demapore. It is also reported that the Nagas were most eager to enter into a trade in ponies with Muniore, but that the Rajah or his minister was averse to this intercourse. The Government of India have been addressed with a view to the Political Agent at Muniore being instructed to try and remove the objections of that State.

The Deputy Commissioner has made frequent tours, embracing almost every portion of the tract over which he exercises control, or with which he is politically connected. In the course of these tours he discovered large Rengma villages in a tract supposed to be almost deserted. The whole of the country traversed to the east and south of the hills is described as a fine, undulating, open, well-watered, and lightly-timbered tract, often having all the appearance of an English down, over which good roads might easily be made in any direction; and the climate is said to be most delightful. Captain Butler's reception was satisfactory at every village he visited, and particularly hearty in several of the most important ones. At Mozemah, for example, the whole of the clans not only received him most warmly, but begged that he would come and settle among them, and voluntarily declared their readiness to pay revenue to Government.

The dispensary at Samoogoodting has, through the skill and tact of the European medical officer, Mr. Cooper, proved a perfect success. Within two years of its establishment he has succeeded in attracting 70 in-door and 687 out-door patients from among the Nagas and Kookies, and the fact of even women coming to him for medical assistance affords a singular proof of the way in which he has won the confidence of the people.

The attempt to open a mission school at Samoogoodting has unfortunately had to be abandoned. Mr. Roth, the missionary who was to have commenced the work of education among the Nagas, was prostrated with fever on his first arrival, and was obliged to leave the country after three months' stay. This is to be particularly regretted, as the Nagas themselves are reported to be both willing and anxious to send their children to school. The Deputy Commissioner proposes starting an industrial school of some kind, with a view to teach the Nagas a trade or craft that would be really useful to them when they return to their homes. He has been informed that any definite scheme which he may submit on the subject will receive liberal support from Government.

The report received this year showed the results of the working of this system during the second year since its first establishment.

Residentiary delegates at Samoogoodting from the different Naga clans.

Last year, on first introducing the system, Captain Butler had met with considerable difficulty in getting the Nagas to respond to his invitation to furnish "dobashas" (men understanding two languages, Naga and Assamese) from their respective clans; but on their being shown how much it was to their advantage to have paid spokesmen residing at Samoogoodting, his only difficulty had been to settle which villages should be allowed the privilege, and therefore at first he only filled up eight out of the ten appointments sanctioned. This year he has completed the list, and has thus secured the services of one man from each of the following villages:—Kohima, Mozamah, Jotsomah, Khonomah, Kerumah, Nerhamah, Phesamah, Jakamah, Sepamah, and Chichamah.

These men have always accompanied Captain Butler on his several tours into the interior, on which occasions their services were of the greatest assistance to him, as they always exerted themselves to ensure him a hearty welcome from the several tribes through whose villages they passed; indeed the complete success with which Captain Butler was enabled to traverse the whole country in every direction, is in a very great measure attributable to the indefatigable exertions of these "dobashas" on his behalf.

Again, the satisfactory conduct of the large and powerful Angami village of Jotsomah, in at once giving up the three men who last year murdered the Kookie scouts near the "Diphupam," was the result of the advice given by one Satha, the "dobasha" of the The kronoma clan of that village.

Finally, Captain Butler thought that without these "dobashas" he would seldom or never be apprised of one-half of what is going on in the interior, whereas now there are very few occurrences indeed which are not promptly brought to his notice by one or other of them;

and if it be ever hereafter determined to make any forward movement, these men will be invaluable to us.

The Government of India, to whom this report was submitted with a recommendation that the system should be further extended, expressed their approval of the suggestion, and reports have been called for from the Commissioners of Cooch Behar, Dacca, and Chittagong as to whether the system cannot be introduced into the hill tracts of their divisions.

Some raids in North Cachar in 1835 which were traced to Angami

Angami Nagas.

Nagas, first drew the attention of the British Government to this tribe. Other raids took place in 1836, 1837, and 1838, and in 1839 Mr. Grange visited the hills with a small force, and induced the chiefs to agree not to molest British territory again. Nevertheless their internecine raids continued, and a second expedition which went to interfere was persistently attacked and had to use severe measures before it succeeded in regaining the plains. In 1841 Lieutenant Biggs made a tour among these hills and entered into friendly relations with the Konemah and Nizemah chiefs. The Angami authorities even came down to Nowgong and expressed their readiness to pay a yearly tribute to Government, but when an assistant was sent up to collect it, they defied him. Numerous daring raids followed, for which speedy retribution was taken by the local troops; still, however, Government refused to occupy the hills by a permanent force, and in 1846 and in 1847 a previous Captain Butler paid conciliatory visits to the chiefs and induced them to meet him, and even pay their tribute. The raids, however, still continued, and in 1848-49 the Darogah Bhog Chand, who had been put in charge of a post at Samoogoodting, was murdered. Of course an expedition followed, but the final question as to the future policy to be adopted towards these people always remained. At one time the Supreme Government decided that this policy should be one of absolute non-interference, and that all our troops should be withdrawn. The result of this was that in the same year that the troops were withdrawn no fewer than 22 raids were committed in North Cachar by the Angamis and other Naga tribes, in which 55 persons were killed, 10 wounded, and 113 taken captive. The policy was nevertheless persevered in, and the officer who had been sent in 1853 to take charge of North Cachar was strictly charged to look upon the Angamis "as persons living beyond the jurisdiction of the British Government." Raids went on for years which we were powerless to check. At length, in 1862, the Commissioner of Assam brought to the notice of Government the discreditable state of things, and the fact that the non-interference policy had failed to put an end to the raids. Sir C. Beadon, the then Lieutenant-Governor, was of opinion that, while confining ourselves to the plains, we might cultivate political relations with the neighbouring clans and bring their chiefs into stipendiary police relations to ourselves. No decisive action was, however, taken upon this scheme, which differed entirely from that which the Commissioner himself advocated, until further raids in March and April 1865 necessitated a definite settlement of the question. The result of the correspondence that then took place was that the Lieutenant-Governor

addressed a letter to the Government of India on the subject of the future policy to be observed towards the Nagas, and recommended that Lieutenant Gregory should move his head-quarters from Assaloo to Samoogoodting, that the Assaloo sub-division should be abolished, and a separate district formed from the Naga Hills.

The Government of India, in sanctioning the appointment of Lieutenant Gregory, laid down the following instructions for his guidance :—

“Lieutenant Gregory may take up the proposed position at Samoogoodting and do his best by his tact and good management, supported by a moderate display of physical force, to bring that portion of the hill tract adjacent to the plains into order. He will remember that our main object in having any dealings with hill people is to protect the low lands from their incursions. Instead, therefore, of exerting himself to extend our rule into the interior; he will rather refrain from such a course. Subject to this general principle, his line of action may advantageously be left in a great measure to his own good judgment.”

There can be no doubt that as regards the primary object of ensuring the safety of our own villages in the plains, the policy of non-interference thus indicated has been uniformly successful. From 1854 to 1865 there were 19 Angami raids, in which 236 British subjects had been killed, besides very many captured. Since the occupation of Samoogoodting this has quite ceased; but the evil of the constant intertribal feuds of the Nagas, the plundering of one village by another, and the murder of its inhabitants almost before the eyes of our officers, remains.

The present Deputy Commissioner, Lieutenant Butler, has always viewed with regret the restrictions placed upon him with regard to interference with internal feuds, and in March 1871, in reporting two serious raids committed on the Naga villages of Intú and Phúimá by parties of the Kutzúme Khèl and the Méramá Khèl of Khonoma, he again took occasion to demonstrate the necessity which in his opinion existed of adopting a policy of active interference, by coercive measures, with the clan feuds of the Nagas. The Lieutenant-Governor, while regretting these village feuds, pointed out that the primary object of appointing a Deputy Commissioner in the Naga Hills was not so much to govern them as to prevent raids on our villages, and that to this extent the measure was a success. The Commissioner, however, was asked to report whether the Deputy Commissioner could do nothing to adjust these disputes by mediation and remonstrance, and also to state his opinion as to whether any change in our policy in respect of the Angami Nagas was really called for.

The Commissioner reported that in his opinion the Deputy Commissioner could do substantially little, if anything, to adjust intestine feuds by mediation and remonstrance; that mediation and remonstrance in the Naga Hills, as elsewhere, could not be pushed far without great danger of involving the mediators in the quarrel; and that they were likely to be disregarded by the parties to the quarrel as soon as it was made certain to them that the mediators would not actively interfere. He believed that Captain Butler lost no opportunity, in his intercourse

with the independent tribes, of exhorting them to peace among themselves, of placing before them in a clear light the folly of their wretched feuds and the ruin and misery they entailed, and of giving them his assistance in composing their differences when they sought or accepted it; and he thought that this was as much as Lieutenant Butler could do. He was not prepared to recommend any change in the existing policy of non-interference with the intertribal feuds of the Angami Nagas, and the Lieutenant-Governor agreed with him that no change was at present expedient. The Government of India also concurred in this view. As regards, however, the feuds among the Nagas themselves, the influence of our officers has gradually worked its way, and few serious cases have recently occurred among the tribes subject to our influence.

Beyond the borders of the Naga Hills, jurisdiction some unfortunate cases have, however, occurred,—especially one of great atrocity, which will now be mentioned.

Before the establishment of the Naga Hills district, proposals were occasionally made to utilize the Kookies who had emigrated to North Cachar from the south as a screen from Angami raids. In 1856-57 an experiment of this kind was made, and lands were assigned rent free for 10 years, and afterwards for 25 years, to those Kookies who would settle in the east side of North Cachar. This settlement formed what is called the Langting colony, and which in 1867 numbered 1,967 souls, including, however, a body of some 500 fresh immigrants from Muni-pore.

On the 3rd May a party of about 400 Kookies, most of them members of the Langting colony in the Naga Hills, and under the leadership of the Housha and Hotung-Mang-Strado, committed a raid on the Cutcha Naga village of Impemai, otherwise called Tapemah or Toofar, situated on the Muni-pore boundary. They killed some 28 men, women, and children, carrying off their heads, and took captive six women and children, besides burning 87 houses, 100 granaries, and despoiling them of all the cattle and property they could lay their hands on.

Captain Butler, the Deputy Commissioner, called upon the Kookies for an explanation of their conduct. They reminded him that in March last they had represented that the Impemai tribe had leagued with the Begwegwenah tribe to attack and destroy the colony, and that they asked the Deputy Commissioner to undertake the punishment of the Nagas himself or to leave it to them. They had been informed that the Deputy Commissioner could not punish the Nagas until he had heard their side of the story, and that in the meantime the Kookies must not take the law into their own hands. They urged that their present raid was an act of self-defence; for that if they had not taken the initiative, the Impemai people would have attacked and destroyed them. They expressed the greatest contrition for what they had done, and professed themselves ready to obey any orders the Deputy Commissioner might pass. They were then directed to release their captives, to restore the spoil, and surrender the heads which they had taken. This they did, and it must be observed that the surrender of the heads was a very great concession, and must

Raid by the Kookies of the Langting colony on the Cutcha Naga village Impemai.

have been looked upon by them not only as a severe and humiliating punishment, but one likely to entail upon them further serious consequences; for it is their belief that if the heads taken in a raid are given back, they will on future occasions suffer defeat. The Government of Bengal, in approving of Captain Butler's action in the matter, desired him to impress on the Kookies the extreme displeasure with which Government had heard of their conduct, and to tell them that though for this once the surrender of the captives, heads, and property might be accepted as some atonement for the offence, they were to expect no favor or assistance till they showed a resolution to follow more peaceful courses, and that if they were again guilty of a similar outrage, Government would be compelled to adopt a much more stringent measure towards them. When the colony at Langting was formed, with the idea that the Kookies located there might act as a defence against the Angami Nagas, they were supplied with arms, and it was a question whether they should not now be deprived of these. It was, however, decided that, pending the decision of the question of the boundary between British territory and Muni-pore, which affected materially their position as British subjects or otherwise, they should be allowed to retain the arms they had, but that no others should be supplied to them.

An outrage, committed by a party of 25 Kutcha Nagas in a Naga and Cachari village in the neighbourhood of Assaloo, was reported to Government on the 12th May 1871. On the 25th March previous they had made their appearance at Assaloo, each armed with two spears. They were asked as usual to leave their spears while transacting business in the district, but on their refusal to do so, were driven away by the police, whereupon they went to the village above referred to and levied contributions of food and money. The police at Assaloo did not attempt to take the spears from these Nagas on account of the disparity of numbers (8 to 25), and the Sub-Inspector, a Bengali, did not think himself justified in firing upon the party, as they had not up to that time committed any acts of violence.

In connection with this case it was brought to notice that no European officer had visited Assaloo for two years, and that the state of things in the neighbourhood was, it was feared, very unsatisfactory. It appeared that petty outrages similar to that reported were sometimes committed by the Angamis in North Cachar, but that the people neither resisted their exactions nor complained of the same, for fear lest they should suffer even worse things in future, there being no guard in the neighbourhood to protect them.

In the present case no particular action of Government was required. The police force in North Cachar had since the outrage been strengthened, and the Deputy Commissioner had directed the police to insist in future on spears being given up by parties of Nagas passing the outposts. The Commissioner of Dacca was informed that arrangements should be made for the deputation of a competent officer to visit Assaloo after the rains, and that the whole question of protecting the people of the frontier from the raids and exactions of the Angami Nagas was under the consideration of Government.

The facts that led to the appointment of Mr. J. J. Browne as Special Commissioner to investigate the boundary between Assam and Manipore, and the points on which his decision was necessary, were noticed in last year's report. During the year under review it was not found possible to set the question finally at rest; for though the conclusion arrived at by Mr. Browne as to the boundary line of 1842, that the river Mao, which marked its termination, was identical with the river Sujjoo, and not with the river Zulloo, was accepted by the Government of India, the point still remained to be decided to what extent and in what direction that boundary now needed modification. One matter was however settled, viz. that the boundary should be prolonged along the watershed from the Telizo Hill eastward till it met the north-western extremity of Burmah, and that the Rajah of Manipore should not be allowed to advance beyond the watershed in that direction on any pretext. As to the small portion of the boundary between the termination of the line of 1842 and the Telizo Hill, where Manipore had already broken over the watershed, the Lieutenant-Governor proposed to adopt a line which would cross between the Sopoomah group of villages and Kidemah, leaving the former in the possession of Manipore. The Government of India, while approving of this proposal, deferred adopting it pending discussion of a proposal of their own, which was, that for an equivalent in territory to be given by a readjustment of the 1842 boundary to the west, Manipore might surrender the Sopoomah group of villages. The readjustment proposed was to make over to Manipore the strip between the Burrail ridge and the Zupro or Typhimi river from the Dootegurh range to the east.

It seemed to the Government of India that there could be only two possible objections to this course—*first*, that the top of the range might form the sites, or be occupied by the cultivated lands of villages, or that the watershed might divide kindred villages and tribes; and *secondly*, that Manipore would then gain jurisdiction over the Kookie colonists whom the Lieutenant-Governor thought that it was the duty of the British Government to protect. If these objections were found to prevail, then in order to remove the existing uncertainty as to the British authority to which this narrow strip was subject, His Excellency in Council proposed to advance the southern boundary of the Naga Hills district so as to make it coincide with the boundary of Manipore. If, on the other hand, there were no objections to the course indicated, then the Government of India would offer to Manipore the alternative of adhering to the boundary of 1842, with the modification proposed by the Lieutenant-Governor at its eastern end, and the acceptance of the watershed to the further east, or of accepting the watershed in its entirety, whereby Manipore would lose the Sopoomah group of villages, which at present it held north of the watershed, but would acquire the country between the present river boundary (the line of 1842) and the watershed to the west.

Reports were called for on the subject from the local officers, and these showed that the objections which the Government of India had anticipated as possible, really existed, and the Lieutenant-Governor therefore held to the opinion alluded to above, which he had originally

expressed, and the boundary then proposed has now been accepted by the Government of India. In regard to that part of the line which is undefined by any natural features, orders have been passed to mark it out by masonry pillars, and an officer of the Surveyor-General's department will be deputed to assist the Deputy Commissioner of the Naga Hills, or, as he is now called, the Political Agent, in finally settling this matter.

KHASI AND JYNTEAH HILLS.

In the Khasi and JynTEAH Hill districts there has been perfect quiet, and there is nothing of importance to record. The JynTEAH country and the Khasiah villages under the direct administration of our officers give no trouble, and the petty Khasiah democratic States are peaceably administered under the superintendence of the Deputy Commissioner, subject only to questions regarding the election of chiefs and the federation or separation of the different villages. There have been also some questions regarding coal-mines and lime-quarries. On the whole, there is now no more peaceable or pleasant part of her Majesty's dominions. The station and cantonment of Shillong in these hills, about 5,000 feet above the sea, seems to be a great success. The potato is largely cultivated on the hills. When the Lieutenant-Governor passed through these hills, he was in every way pleased with the country and the people. This Government has lately promulgated complete detailed rules for the administration of this and one or two other districts in which the Act mentioned above gives it power to do so.

GARO HILLS.

The Government of Bengal has as yet but a partial footing in these hills—part to some extent acknowledging our authority, and part being quite independent and unexplored. The Garos are of three classes: (1) Zemindari Garos, who live within the acknowledged boundaries of the great zemindaries on the borders of the hills, and are treated by Government under Regulation X of 1822; (2) Tributary Garos, who admitting our supremacy pay a small yearly tribute; (3) Bemulwa or independent Garos, over whom we exercise no control.

In 1866, in consequence of the raids which under the irritation caused by the attempts of the Mymensing zemindars to levy rents in the hills were constantly being perpetrated, the Garo Hills were formed into a separate district and placed under the charge of a special officer.

The revenue of the Garo Hills is insignificant, and is derived from a house-tax levied in some border tracts on behalf of certain Goalparah zemindars, and elsewhere on behalf of Government. The Government, however, does not look to the revenue as a matter of present importance, the great object being to reduce the wild tribes to subjection and order, and thereby to benefit those tribes themselves and at the same time to preserve the inhabitants of the plains from constant outrage. The total demand of revenue for the year of report was Rs. 9,627-15-1, of which Rs. 9,230-5-2 were collected at a cost of Rs. 785-10-9, paid to the heads of villages. Rs. 5,974-14-1 were paid over to the zemindars less 12 per cent. for Government collection charges. The net amount

Revenue.

realized by Government from its own khas and nuzzerana villages was Rs. 2,469-12-4.

Some serious offences were reported as having been committed by Garos during the year. The Crime. first was the murder of a Nepalese heliotroper in the employ of the Survey Department by Garo villages recently subjected to us. An armed expedition was necessitated, which terminated in a partial satisfaction; but the matter has not yet been finally settled. Another serious offence was a murder by Garos on the Mymensing border. The criminals were apprehended and convicted.

Shortly after the close of the year a serious raid was made by independent upon dependent Garos, in which twelve men and women were murdered and their heads carried off. It was reported that a great panic existed among our subjects on the frontier of Mymensing, and it was thought necessary to order up the Goalparah police reserve. Subsequent detailed information showed that the village which had been attacked was Damukchigiri, that many of the raiders had been identified, and that an uneasy feeling was prevalent among the independent Garos, said to be due to the non-removal of the punitive post previously established at Farengiri. In consequence of this raid, the despatch of an expedition during the present cold season for the subjection of the so-called independent Garos has been decided on.

The Commissioner has been called on for a report regarding the Garo Hills boundaries. Goalparah boundary question. The question of the boundary between the Khasi and Garo Hills is much in the same position in which it was described to be in last year's report. It is hoped that it will be brought to a settlement next cold season.

The boundary on the Mymensing side, as defined by Act XXII of 1869, was demarcated with telegraph posts during the year, and the claims of the Shoosung Rajah and other zemindars for alleged rights within the Garo boundary were investigated by the Commissioner. The case of the Shoosung Rajah has been disposed of by an award of the Lieutenant-Governor under Act XXII of 1869. The cases of the other claimants have not yet been reported to Government.

HILL TRACTS OF CHITTAGONG.

— In this district was the base of one of the columns of the Lushai expedition, the politics of which are so much connected with Chittagong; but the expedition will be treated as a whole in connection with the Cachar frontier, where the raids which immediately gave rise to it occurred.

During the year under review only one attempt at a raid was made in the Chittagong hills. A party of Shindoos from the country between the Chittagong Hills and Burmah surprised the frontier guard post at Pyndoo, in the south of the district. The garrison numbered some 34

men, who were almost entirely recruits, all the best men of the frontier battalion having been drafted off for the more arduous and important duties connected with the Lushai expedition. The attack was made about 9 a.m. on the 17th January last, when the gates of the stockade were open and the main portion of the men were engaged in cooking. The enterprise was vigorously undertaken, and some few of the enemy actually made good their entrance into the stockade; but our men soon rallied and drove them out. The engagement lasted about three quarters of an hour, when the enemy were driven off with considerable loss. Our casualties were four privates wounded.

The police has been to some extent reorganized during the year as a frontier force, and increased in number by 200 men. There has been much sickness in the force consequent on the exposure and hardship shared alike by all in the Lushai expedition, but the men have exhibited an admirable spirit from the very commencement to the close of the operations. At the close of the expedition a picked body of 100 men of the frontier battalion were placed in a stockaded position on the Oheepoom range overlooking the Lushai country. This detachment was intended to serve both as a post of observation and also to afford protection to our ally Rutton Pooca, who had rendered signal services during the expedition. The eventual arrangements for the defence of the frontier were still under discussion.

It has been attempted to reclaim the hill people by education, and in one place there was some success, in another the school failed. The failure of this school is attributed by the Deputy Commissioner to the fact of the inhabitants of that part of the country being nearly all Burmese, who are a simple agricultural people, living from hand to mouth, and who care little for the higher education standard such as we attempted to introduce. Their national religious customs, however, enjoin a gratuitous vernacular education to all children, the teachers being the "phoongyees," or Burmese priests, living in the different monasteries or temples throughout the district, and Captain Lewin is apparently anxious to introduce or to foster in the south of the Hill Tracts a system of indigenous education by means of these phoongyees. He has been asked to furnish more detailed information as to what numbers of these Burmese monasteries there are in the hills, what the standard of education among the phoongyees is at present, and to what extent the ordinary population resort to them.

The collection of the tolls on timber floated down the rivers in the district was made over to the Forest Department from the 1st of April 1871, and special instructions were subsequently issued that until a detailed notification had been published, the forest officers were not to consider that the previous proclamation issued in January 1871 gave them any authority over the tract therein mentioned. Notwithstanding this, the Assistant Conservator not only continued to issue permits to cut timber, but also stretched his authority to the length of issuing permits to cut grass, timber, and other forest produce in particular parts of the country. This action on the part of an officer independent of their authority caused serious inconvenience to the local authorities

in the management of this frontier district—his orders were apt to clash with those of the Deputy Commissioner, and hence there was displayed to the hill people a division and conflict of authority which was very undesirable. To put an end to this state of things the Commissioner of the division has been appointed Conservator of the Chittagong Government forests, the Assistant Conservator has been placed entirely under his orders, and he has been directed to report what rules should in his opinion be introduced to regulate the conservancy of the tract.

A census of the population was taken during the year. It gives a total of 69,489 souls, including the police and the Lushai expeditionary force, but the result is confessedly incorrect. The returns were furnished by the chiefs who farm the capitation tax, and who looked upon the census as a measure threatening the amount of their settlements. It does not appear what steps were taken to disabuse their minds of this idea.

The total expenditure of the year was Rs. 1,24,921-0-10 $\frac{1}{4}$, or Rs. 18,405-10-11 $\frac{3}{4}$ less than the expenditure of the previous year.

The conduct of the hill chiefs in complying with the requirements made upon them on account of the Lushai expedition, as reported on by the Deputy Commissioner, was briefly as follows. The Bohmong Momphroo failed most signally, and showed most plainly his inability to influence or govern the people who are nominally under his control. He was fined sums amounting to Rs. 2,700 for failing to comply with requisitions made upon him. The Ranee Kalindee, the head of the Chukma tribe, answered most satisfactorily to the call made upon her. The resources of the tribe were in fact placed at the disposal of Government, and the Ranee's grandson, Hurish Chunder Chowdry, was unremitting in his efforts to assist the local authorities. The Mong Rajah Narrabuddee also performed good and willing work.

HILL TIPPERAH.

This State was under no specific engagements with us, though its Rajah is a British zemindar deriving the greater portion of his income from landed property in the adjoining regulation district of Tipperah. The succession to the chiefship of the State has been more than once decided by the results of suits for the zemindari in the Privy Council, and it has now been ruled by Government that the Rajahs should pay a succession duty to the paramount power. The State itself is now surrounded by tracts, either British or Lushai land, lately brought under control. A Political Agent has been formally appointed there, and it may be considered now to be nearly on the footing of a tributary State.

The area of Hill Tipperah is supposed to contain upwards of 3,000 square miles. Of this a great portion is uninhabited jungle and unsurveyed, and in fact the boundary of the State has not been yet at all settled.

Area, population, and general features of Hill Tipperah, with an account of the castes and tribes inhabiting the State.

The population has been estimated at about 35,000, divided as follows:—

(1.) Bengalees and others inhabiting the low lands ..	...	14,400
(2.) Pure Tipperahs, 3,626 families, average three per family...	...	10,878
(3.) Jámáityás, 550 " " four " ..	...	2,200
(4.) Nuwátyás, 503 " " three " ..	...	1,509
(5.) Riángs, 825 " " four " ..	...	3,300
(6.) Hallams, 325 " " three " ..	...	975
(7.) Kookies, 500 " " four " ..	...	2,000
Total ..		<u>35,262</u>

The number of hillmen is probably under-estimated on account of the low average given for each family: the number of families given is said to be tolerably accurate, but this may be doubted, as there are tribes the ethnology and position of which is still unascertained. The estimate of Bengalees is only approximate, and there are at present no means of testing the accuracy of the return given.

The inhabitants of the low-lying portions of Hill Tipperah are mostly Mussulmans, said to stand with reference to Hindus in the ratio of about 20 to 1. There are a few native Christians, Portuguese Feringhees, whose status is much the same as that of the Mussulmans.

The hillmen are of two distinct races,—the Tipperahs and the Kookies. The former are divided into four classes, viz. the pure Tipperahs, the Jámáityás, the Nuwátyás, and the Riángs. Inter-marriage between these classes is permitted under certain conditions, but it is of rare occurrence.

The pure Tipperahs are supposed to belong to the same race as the reigning family. The customary services exacted from them are greater than in the case of any other class: in compensation for this the family tax is proportionately lighter.

The Jámáityás are the warrior class; their duty is to fight for the Rajah when called upon. They are exempted from forced labour and menial service.

The Nuwátyás and the Riángs have no speciality; they are assessed at the heaviest rate. When there is any business to be done in the hills, the coolie work falls chiefly on them.

The Kookies are the same race as the tribes of the same name to the east in the Lushai country. The family tax on them is very light, partly as a matter of policy, partly in return for military service rendered and for future liability thereto.

Their language differs altogether from that of the Tipperahs; it is a dialect of that spoken by the Lushais, and, like the Tipperah in this respect, it is simple, and its substantives to a great extent monosyllables.

The Tipperahs and Kookies have intermarried: the progeny has now become a class known as Hallams. In the case of a marriage between a Hallam and a Riáng or Kookie, the progeny is divided equally between the caste of the father and the mother.

There are some Munipoorees in the State. Most of them reside close to Agurtollah: there are also some on the Sylhet frontier. They cultivate with the plough, and are included in the population of the

plains. Those near Agurtollah are chiefly connexions of some female members of the Rajah's family.

It is almost impossible to estimate the relative proportion of cultivated to waste land with any approach to accuracy. In the portions lying along the northern, western, and southern boundary, which consists of low-lying lands interspersed with spurs of hills (*i.e.*, where plough cultivation is carried on), the proportion of uncultivated but culturable land to cultivated is not excessive: probably not much more than in the adjoining districts; but all over the rest of the hills under the *joom* system the cultivated portions are, comparatively speaking, mere specks here and there. A large proportion of the hills is forest land, which it would not pay to clear, except under the most favorable circumstances; and of the whole area of which the State consists, over 1,000 square miles are said to be absolutely uninhabited by human beings.

The chief features of the *joom* system of cultivation are as follows:—The hill jungle (bamboos make the best *joom*) is cut down in the cold weather, and burnt just before the rains set in. After the first downpour, the seeds of paddy, cotton, and chillies, are sown in holes made with the point of a dao; after that the *joom* requires very little care till harvest time. The same *joom* is never used voluntarily two years in succession. Hence after two or three years the villages have to remove bodily in order to be in proximity to the new *jooms*.

LUSHAI EXPEDITION AND FUTURE FRONTIER POLICY.

After a full discussion in July 1871, the Government of India consented that an armed expedition should be made into the Lushai country during the ensuing cold weather, in order to prevent a recurrence of the outrages committed on British territory in the previous spring, and which were noticed in last year's report, and decided that the force employed should be of a regular military character. It was settled that the force should be divided into two portions—one column starting from the Chittagong Hill Tracts on the south and proceeding northwards, and the other setting out from Cachar on the north and marching southwards.

In accordance with these views two columns were organized, the right or Chittagong column under the command of General Brownlow, c.b., with Captain Lewin as Civil Officer, and the left or Cachar column under the orders of General Bouchier, c.b., accompanied by Mr. Edgar in a civil capacity. By the orders of the Governor-General in Council the entire political and military conduct of the expedition was placed in the hands of the military commanders; they were specially instructed that the object of the expedition was not one of pure retaliation, but that the surrender of the British subjects held in captivity should be insisted upon; that they were to establish permanent friendly relations with the savage tribes, and convince them that they had nothing to gain and everything to lose by placing themselves in a hostile position towards the British Government.

From the very commencement of the preparations for the expedition, it had been seen that success depended more upon the efficiency of carriage than any other contingency.

A committee appointed in Calcutta to consider the question, proposed the formation of two corps of 600 men each to accompany each column, and to be under the charge of sirdars and mates appointed from their own body. Each coolie was to receive Rs. 8 a month and Rs. 2 batta while on actual service, and the mates and sirdars Rs. 10 and Rs. 12 each with Rs. 3 batta. They were also to get free rations from the Commissariat while on service.

In spite of these liberal terms the utmost difficulty was found in enlisting coolies in Western Bengal. The proposal to organize a separate corps of these Danghur coolies was therefore abandoned; and when the Government of India ordered that the strength of the two coolie corps should be raised to 4,000 men, including the Commissariat coolies, advantage was taken of the existing Commissariat agency in the Upper Provinces to recruit coolies for the expedition.

The Darjeeling hills were known to be a very favourable ground for obtaining Nepaulese coolies, and Captain Hedayut Ali was deputed there to recruit and organize a corps of hill coolies, which he very successfully did, with Rs. 2 batta when on actual service.

The Nepaulese corps enlisted by Captain Hedayut Ali was intended to accompany the Cachar column, and on or about the 14th November some 800 of them with their mates and sirdars were embarked on board the *Success* and her flats at Doobree. After leaving Goalundo cholera appeared among them, and medical advice was taken at Dacca as to whether they should under the circumstances proceed. The decision was favourable to their continuing their journey; but unfortunately between Dacca and Chuttuck the disease broke out with all its fury, and on reaching the latter place it was found that from deaths and desertion the corps had been reduced from upwards of 800 to 601 men with 6 sirdars and 24 mates.

A body of 316 Nepaulese was also got together for service with the Chittagong column. Among these also cholera broke out when *en route* for Chittagong, and they lost 40 of their number. Of other coolies 4,618 were collected throughout the country, a number which from rejections and desertions was reduced before embarkation to 4,403 men. Of these, 1,924 were sent to Cachar and 2,479 to Chittagong; including therefore the Nepaulese coolies, the strength of the corps assigned to the left column was 2,764 men, and of that attached to the right column was 2,791 men. Taking into consideration certain conditions on which men supposed to be missing were really accounted for, the mortality on the Cachar side may be placed at 113, or 5.9 per cent., and among those who went to Chittagong at 109, or 4.3 per cent.

The coolies locally available were reserved to meet the contingencies which constantly arise, and both on the Cachar and Chittagong side very much was done by the men thus supplied.

As regards the active part of the campaign, it will be convenient to follow the operations of each column separately, and a commencement will be made with the left or Cachar column.

This force consisted of half a battery of artillery, a company of sappers, and 500 men each of the 22nd Punjab Native Infantry, 42nd Assam Light Infantry, and 44th Assam Light Infantry; a coolie corps, together with 178 elephants, and 1,200 coolies for commissariat purposes, were also attached to the column. Tipai Mookh, the junction of the Tipai and Barak rivers, had been fixed upon as the starting place and advanced base of operations, and by the 15th December the greater portion of the force was collected there.

They then marched through a very difficult country, constantly exposed to attacks from enemies who rarely showed themselves, until on the 2nd February they reached Sellam, the Chief Poiboy's stronghold. Before arriving at this village a somewhat spirited encounter took place between our troops and the enemy on the Moorthlang range. Our route lay above and parallel to the bed of a nullah about a mile-and-a-half from the camp. The advanced guard was fired into, and presently on all sides a sharp fire was opened. The enemy were found in considerable force, but were attacked by the 44th Native Infantry, and severe punishment inflicted on them; finally they were pursued up a precipitous mountain side and two of their stockades stormed. One satisfactory result was that the English ammunition found on the slain proved that they had been the raiders last year at Monierkhall and Nundigram. On the 12th January a small portion of the column, carrying only just so much supply as was absolutely necessary, started from Sellam for Lalboorah's locality, distance or whereabouts of which no one knew. They met with no opposition, and on the 17th February entered Chumpai, Lalboorah's chief village, which they found deserted. In the centre of the village was the tomb of Vonolel, an elevated platform, on every point of which were hung skulls of different wild animals, while in the centre, on a pole, was the fresh slain head of a Sookti, with his hand and foot. The village, consisting of 500 houses, was burnt. Then the tribes of Vonnipal, Poiboy, and Vonolel, had been subdued, and the capital of the latter destroyed. The General therefore set out for Chumsin, the village of Vonolel's widow, where he dictated the terms on which alone it and the other villages of Lalboorah would be spared. These terms were (1) that agents from the Government should have free access to Lalboorah's villages and transit through his country; (2) that three hostages should accompany the column to Tipai Mookh; (3) that the arms taken at Monierkhall and Nundigram, or an equal number of their own, should be surrendered; (4) that a fine of two elephants' tusks, 1 set of war gongs, 1 necklace, 10 goats, 10 pigs, 50 fowls, and 20 maunds of husked rice, should be delivered within 24 hours. There was difficulty about the arms, but eventually everything was delivered before morning, except a small portion of rice. The possibility was then considered of forming a junction with General Brownlow, and signal rockets were fired, hoping that they might attract his attention, but without success. The column then set out on its march home, and the General commanding reached Cachar on the 10th March, having advanced 193 miles from Cachar and 110 from his first base in the enemy's country at Tipai Mookh, until he reached the stronghold of Lalboorah, the most powerful of the Lushai chiefs.

Nor were the operations of the right or Chittagong column less successful. This force, of about the same strength as that starting from Cachar, was, however, chiefly composed of Goorkha Regiments. Its advanced base was at Demagiri on the Kurnafuolee, where the force assembled at the end of November. The tribes which General Brownlow had to reduce to submission were the Syloos and the Howlongs, the latter being the most distant, and Mary Winchester, who had been carried off from Alexandrapore in 1871, being a captive in their hands. At Burkhal the Chief Rutton Pooea came in; it had been doubtful whether he would give in his adhesion to us or not, but the prospect of a large force assembling at Demagiri in the neighbourhood of his own village no doubt influenced him greatly and induced him to cast in his lot with us. From Burkhal he acted as guide to a force that marched from that place to Demagiri by land, and subsequently throughout the whole expedition he was of the greatest possible assistance in carrying on negotiations.

A move was first made on the 9th December against the Syloos; the troops marched in a north-easterly direction, occupied the hill marked Syloo Savoonga on the map, and thence penetrated to Laljeeka, the village of one of Savoonga's sons. In reaching this point the force had to march through a most intricate country, being obliged in places literally to hew their way through the jungle. They succeeded, however, in striking severe and rapid blows as they passed; Vanhnoya's, Vanshumah's, Vanunah's, and Vanhoolen's strongholds were all captured, and the stores of grain in them burnt. From Laljeeka the General returned to Savoonga, intending thence to make an expedition into the Northern Howlong country. As, however, Rutton Pooea and Mahomed Azeem, the police subadar, had been sent on a mission to the Howlongs, it was deemed expedient to await their return before any hostile occupation of the latter tribe's country was attempted. In the meantime Captain Lewin had despatched two messengers to Benkuia, the principal northern Howlong Chief, in whose hands Mary Winchester was, and he at once gave up the girl, reserving, however, all questions as to submission and his other captives. On their journey back these messengers met Rutton Pooea and the subadar, and the latter having taken charge of Mary Winchester brought her to Rutton Pooea's village near Demagiri, whence she was sent to Chittagong. Rutton Pooea continued on his way to Vandoola, the Chief of the Southern Howlongs.

On the 12th February General Brownlow started with a portion of his force against the northern Howlongs, having first left a sufficient garrison at Syloo Savoonga. The force crossed the Dullessur, and on the next day some of the enemy were seen; they were communicated with through some of Rutton Pooea's men, and evinced a desire to submit. The march was, however, continued until definite information was received that Benkuia and Savoonga were advancing to tender their submission. They arrived on the 16th February, and without hesitation accepted the terms which were imposed on them. These were the surrender of all captives, an engagement on their part to live amicably with all British subjects from Muni-pore to Arracan, with free right of access to our people through their

whole country. A day or two afterwards Lalboorah, Jatoma, and Lienrikoree, who are the remaining Chiefs of the northern Howlongs, came in and agreed to similar terms. On the 23rd the force commenced its march back to Syloo Savoonga; and there Lal Gnoora and Lal Jeeka, sons of Savoonga, Vanoyah, Vanloola, and three other Chiefs, representing the whole of the Syloo tribe, made their submission on the same terms as the Howlongs. There only remained now the southern Howlongs, and to commence proceedings against them it was necessary to return to Demagiri; and starting from that place a show of force was made in the direction of Sypoea and Vandoola, whose villages were said to be from three to five days' marches east of Rutton Poea. An advance was made to Sypoea's village, a distance of 40 miles, and he immediately submitted. On the 12th Vantonga came in with a number of captives, and next morning Sangliena, Vandoola's eldest son, followed, and his submission was accepted on behalf of his father; he agreeing that his captives should be given up. The submission of the tribes being now complete, the force marched back to Chittagong, the last of the troops reaching that place on the 24th February.

The operations of this column had been decidedly successful. They had advanced 231 miles from Chittagong and 83 miles from their first advanced base into the Howlong country; they had disabused Benkuia of the idea that his village was inaccessible, and their progress was only arrested by the submission of that Chief and his tribe. The following is a complete list of the Chiefs who submitted to, and came to terms with, General Brownlow:—

Tribe.	Name.	REMARKS.
Syloo ...	Savoonga	Represented by his sons.
	Lal Ngora	} Sons of Savoonga.
	Lal Jeeka	
	Vanhnoya and two brothers	Step-brother to Rutton Poea.
	Vankúnga	} Subject to Savoonga.
	Vanhnúna	
	Vanhoolen	
	Dowtyeyva	
	Vanlúla	
	Vanshúma	
Howlong (north) ...	Lalhleera	} These Chiefs are brothers. The former has married Rutton Poea's sister.
	Sangbúnga	
	Benkuia	
	Vansanga	} Subject to Sangboonga.
	Chongmama	
	Lien-u-koom	} Brothers: independent.
	Lalbúra	
Howlong (south) ...	Jo-htoma	Represented by his son Sanghena. Cousins of Vandoola. Eldest son of Vandoola. Brothers of Vandoola and brother-in-law of Rutton Poea.
	Vandoola	
	Vantonga and two brothers	
	Sanghena	
	Saipoiya	

A survey party accompanied each column of the expeditionary force, and in the short season available for their operations they topographically delineated 6,500 square miles of new and difficult country, and contributed most materially to fill up the gap which had hitherto separated the survey of Chittagong from that of Cachar.

The southern party, under Major J. Macdonald, pushing north from Chittagong, succeeded in completing a triangulation of 2,300 and topographical mapping of 1,700 square miles connected with the eastern frontier series of the great trigonometrical survey. The tract thus explored lies between $22^{\circ} 30'$ and $23^{\circ} 45'$ north latitude, and $92^{\circ} 30'$ and 93° east longitude, and its survey has determined a considerable extent of the water-shed between the Cachar and Chittagong and Akyab water systems. Forty well defined geographical points have been established, and the heights of 37 of these obtained with mathematical accuracy.

Captain Badgley, in charge of the northern party, started from Cachar and accomplished about 600 square miles of triangulation, with nearly 200 linear miles of route survey and 4,800 square miles of topography. The region thus surveyed extends to $93^{\circ} 30'$ east longitude, and nearly to 23° north latitude, and includes the whole course of the Turi and its tributaries, which pour their waters into the Barak at Tipai Mookh. The labours of this party have also contributed to fix a portion of the water-shed between the affluents of the Barak and those of the Kiladars.

Major Macdonald was not able to push far enough north to determine the upper course of the Dhaleswari and the Sonai, more westerly affluents of the Barak, and owing to the two parties not having been able to effect a junction, there remains a blank in longitude between these two portions of the survey which overlap in latitude; and also another gap in latitude between the northern limits of the tract surveyed by the Chittagong party and the southern boundary of surveyed Cachar.

At the end of December General Brownlow and Captain Lewin put forward a proposal to establish an advanced post under a British officer near Rutton Pooea's old village on the Demagiri Tlang, and at all events to take measures to protect Rutton Pooea from the consequences of his alliance with us against the Syloos and Howlongs, and an early decision on the question was asked for.

The question having been referred to the Government of India, it was decided that it would not be advisable to place a small detachment too far in advance, but this decision was not intended to affect the question of leaving a body of police at Rutton Pooea's village to protect him, as had been done last year. This Government, however, urged the acceptance of the post suggested by General Brownlow and Captain Lewin, and that the force to hold it should have a small military nucleus. It was finally decided that no troops could be allowed to remain, but that the post might be garrisoned by the local police. Some difficulty was anticipated in carrying out this

order, owing to the scarcity of men in the frontier police and the length of frontier they had to protect. In the end there were located at Rutton Pooea's present village a police force of 100 men, with supplies for seven months, to serve as a protection to that chief, and sanction was given to the occupation of another site considerably in advance. This proposal was to occupy a position on the site of Rutton Pooea's *old* village situated on the Demagiri or Sirthay Tlang, some ten miles to the north of that Chief's present village.

The Government of Bengal concurred with General Bouchier in his opinion that the considerations affecting the present and future defence of the Cachar frontier differed very widely, and that the latter depended largely on the results of the expedition. It was therefore determined that the question of future defence and of opening a line of communication connecting the Chittagong and Cachar districts along the eastern boundary of Hill Tipperah should be reserved. In the meantime General Bouchier's suggestions for the defence of the frontier for the present were accepted, and the following posts, with the strength severally allotted to each of them, are being maintained :—

Cachar.

Chutterchoora range	above Alexandrapore	...	40 police.
Julnacherra	...	...	40 ditto.
Nowarbund	...	...	40 4th N. I.
Monierkhall	...	...	40 ditto.
Magnacheera	...	...	20 police.

Sylhet.

Chargola	...	...	$\frac{1}{2}$ company 44th N. I.
Sungai	...	...	20 police.
Gournuggur	...	...	20 ditto.
Aleenuggur	...	...	$\frac{1}{2}$ company 44th N. I.
Adampore	...	...	20 police.
Kumberghat	...	...	20 ditto.
Sylhet	...	...	one company 44th N. I.

COOCH BEHAR.

Most of the tributary Native States which lie within the territories comprised within the Government of Bengal have been formally ceded as British territory, but have been exempted from the regulations and laws by express enactment, and are directly administered by the chiefs or zemindars, who exercise certain defined and limited judicial powers; while the more serious cases are dealt with by the Commissioners, and in some cases an appeal lies to the highest British tribunals. In several cases of mismanagement Government has taken possession of and administered particular States by its own officers.

As regards Cooch Behar, it was in early days for a long time directly administered by British officers, and in some of the early judicial regulations it was treated as a British district. It paid a considerable revenue, which, looking at the state of the country at the time it was settled, was probably not very disproportionate to that paid by ordinary

zemindars. Since then the State has for considerable periods been transferred, under certain control, to the Rajah for the time being; but the present Rajah being a minor, it is once again directly administered by British officers. Cooch Behar is thus on a not clearly defined footing, but being at present in our hands, its revenue affairs and other matters connected with it will be included in the ordinary department.

The current demand of land revenue for the year 1871-72 amounted to Rs. 4,54,035, and the tribute payable to Government is Rs. 67,700-15, which at the time it was fixed was estimated to be about half the revenue of the State. A new settlement of the revenue is in progress.

The general condition of the State finances is satisfactory, and shows a large surplus of assets over liabilities.

The management of the State is under Colonel Haughton, Commissioner of Cooch Behar, and his care and attention have received the commendation of Government.

THE TRIBUTARY MEHALS OF CUTTACK.

The disturbances which in 1868 took place in this State have been fully detailed in previous Administration Reports; but after they had been put down, Captain Johnstone, and in succession to him Captain Hunter, was specially deputed to Keonjhur to assist the Rajah in the management of his subjects. The Bhooyas, who inhabit the Bhooya Peer or hill part of Keonjhur, were the staunchest adherents of the Ranee and Baboo Bindabun Chunder Bhunj, the alleged adopted son of the deceased Rajah, and for a long time grave fears were entertained that they would not render a loyal allegiance to Rajah Dhununjoy. Owing, however, to the judicious supervision of Captain Johnstone, the Bhooyas, as well as the other subjects of the Rajah, have settled down to their ordinary pursuits, and the Rajah is acknowledged by all parties as their chief. One of the most convincing proofs of the altered state of the feelings with which the Rajah is regarded by his people, is that they are said to have voluntarily raised among themselves nearly Rs. 40,000 towards his marriage expenses. After negotiations which extended over two years, this marriage has at last been satisfactorily concluded. The Ranee is a lady of full caste, daughter of the Chief of Borkhimedi, in Ganjam. It would have been impossible, according to the strictest caste prejudices, to have found a more suitable alliance, or one more likely to carry weight with the people of Keonjhur. No doubt, too, the marriage will have a good effect on the questions of the Rajah's admission to full caste, to obtain which end the Superintendent has been steadily working throughout the year. He reports that there are symptoms of a disposition on the part of members of the family to see matters in a different light to what they did formerly, and that the Rajah's position is gradually and surely acquiring stability.

In the year under report a census of the population was successfully carried out. The total population of the killah numbered 181,872, of whom 12,434 were inhabitants of the Bhooya Peer. There was a considerable preponderance of adult women over adult men, which is probably to be attributed to the early maturity of females in this country.

Simple rules were framed to check and prevent the denudation of valuable forests; and it being the habit of the Bhooyas constantly to change the sites of their villages, and on the occasion of each flitting to cut down and clear away the forest round their new settlement, measures were being taken to induce them to give up their migratory habits. Improvement in this respect was already observable, and there are hopes that it will continue.

Forests.

Some, but not much, progress was made in opening out roads and clearing tanks. A difficulty in procuring labor, and a natural anxiety to complete the buildings in Keonjhur for the reception of the young Ranees, prevented more being done in this direction.

Roads.

Crime was rare in Keonjhur, and owing to the general tranquillity, arrangements were being made for the withdrawal of the Government police.

Burmah and Carolina rice, introduced two years ago by Captain Johnstone, continued popular, and were grown by every ryot who could get sufficient seed. Orders were given to encourage the cultivation of cotton as much as possible, and it has been determined to try experiments with coffee and tea seed. ●

Agriculture.

The breed of cattle in Keonjhur is young and undersized, and the natives care little about improving it. Efforts were being made to introduce a better class of animals.

The schools which had been established by Captain Johnstone continued to prosper; they are twenty in number, and were attended on an average by 655 children. Twelve of these schools are in the Bhooya Peer, and are well attended. The children are sharp and intelligent, and have shown an aptitude for learning. Some of the hill chiefs have been induced to send their sons to Keonjhur to be taught, and it is hoped that if they are sent back qualified to become teachers in their villages, considerable aid will be given to the progress of education.

Education.

The management of the State of the Rajah by British officers has on the whole given satisfaction.

Since the illness of Captain Johnstone, and his consequent departure in August 1871, the supervision of Keonjhur has been under Captain Hunter, to whom praise is due for his success in combining political management with elephant catching.

The general position of the tributary mehals is this: they are governed to a certain extent by their own chiefs under the control of the Superintendent, and their territories have, on grounds of expediency, been exempted from the operation of the ordinary laws by sections 36, 13, and 11 of Regulations XII, XIII, and XIV of 1805.

Other states.

Rules for their management were proposed both by Mr. Ricketts and Mr. Mills, but they were not accepted by the Government of India, on the ground that while it was right to govern in accordance with the spirit of the proposed rules, it was not desirable that anything like a hard and fast line should be drawn.

The administration of justice, civil and criminal, by the Rajahs is not guided by any defined procedure or law. They dispose of criminal cases of minor importance, but send up for trial before the Superintendent the more heinous. The Superintendent also takes up all offences committed by the subjects of the Rajah in the territory of another, and all boundary or other feuds between adjoining estates.

The Penal Code was made applicable to the Tributary estates by orders passed by the Government of India in 1860. Owing to mismanagement Bamunghattee, a wild part of the Mohurbhunj State, has been taken into British charge, and is well managed by Dr. Hayes, Deputy Commissioner of Singhbhoom. Two petty States, Ungool and Bankee, have lapsed, and are managed by a native tehsildar.

The following statement exhibits the demand and collections of the Tributary Mehals:—

	NAMES OF KILLASHS.	Total demand.			Collections.			Surplus collected.		
		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
1	Atghur	2,800	0	0	2,800	0	0	.....		
2	Atmullick	480	0	0	980	0	0	480	0	0
3	Boad	800	0	0	800	0	0	.....		
4	Burumba	1,397	15	5	1,397	15	5	.....		
5	Dhenkanal	5,099	0	9	5,099	0	9	.....		
6	Duspulla	661	7	11	661	9	4	0	1	5
7	Hindole	551	3	11	551	3	11	.....		
8	Keonjhur	1,976	11	11	2,025	6	2	48	10	3
9	Khondpara	4,211	8	8	4,211	8	8	.....		
10	Mohurbhunj	1,067	11	9	1,067	11	9	.....		
11	Neelgiri	3,900	7	8	3,900	7	8	.....		
12	Nursinapore	1,455	8	3	1,455	8	3	.....		
13	Nyagurh	5,525	4	1	5,525	4	1	3,000	0	0
14	Runpore	1,400	13	2	1,400	13	2	.....		
15	Talchere	1,039	10	5	2,079	4	10	1,039	10	5
16	Tegiria... ..	1,216	0	3	* 642	2	0	.....		
	Total	33,583	7	11	37,578	0	0	4,568	8	1

* The difference, Rs. 573-14-3, will be realized in due course; the country has suffered from drought for several years consecutively.

Census.—It was thought that the prejudice and suspicion of the people, as well as their ignorance, would make it very difficult to carry out the census. These obstacles were finally overcome, and the numbering of the people was accomplished without a single instance being recorded of opposition on the part of the people, or of oppression or misconduct on that of the agents who were employed in enumeration.

The total population including Keonjhur was 1,283,087.

The mehals Sirgujah, Oodeypore, Jushpore, Gangpore, Korea, Chang Bhukar, and Bonai, are the only ones that remain attached to the Chota Nagpore Commissionership, the others which made up the original South-West Frontier Agency having been transferred to the Central Provinces. That Agency was called into existence by Regulation XIII of 1833, after the suppression of the Kole insurrection in 1832-33, and was abolished by Act XX of 1854, which changed the designation of the Agent to that of Commissioner, and of the South-West Frontier Agency to that of Chota Nagpore.

In 1863 rules were issued for the guidance of chiefs in the disposal of criminal work. They are empowered to pass sentences of fine up to Rs. 50, and imprisonment up to two years in all petty offences; but their decisions are liable to review by the Commissioner. They may also in more serious cases pass sentence of fine up to Rs. 200, and imprisonment up to five years; but before the sentence can be carried into effect it requires confirmation by the Commissioner, to whom the entire record, as well as the prisoners, must be sent.

During the past year Colonel Dalton, the Commissioner, spent two months in visiting the Tributary Mehals under his charge.

The yield of crops was on the whole good, though Bonai, Korea, and Bhukar, suffered somewhat from blight and the ravages of wild elephants.

At Pertabpoor, in Sirgujah, the Commissioner held a durbar to present to Rajah Bindessuri Persad Singh Deo, c.s.i., a gold watch and chain, with a letter from the government of Sir William Grey, as a reward for the services which he had rendered to Government during the Keonjhur rebellion. He brought of his own accord a distance of over 300 miles a body of his sepoys and sowars to assist in the operations.

During his visit to Bonai a similar public presentation was made to the Tekait of the Viceroy's sunnud conferring on him the title of Bahadoor in return for the loyalty he had displayed during the disturbances in Keonjhur.

The administration of justice during the year under review was decidedly satisfactory, and the amount of heinous crime which it was necessary to deal with was very trifling.

SONTHALIA.

About the middle of the year 1871 intelligence was received that the Sonthals of the several pergunnahs were contemplating a visit to Doomka in great numbers. This movement, it was said, was not confined to Doomka. They intended going to all the district head-quarters, and perhaps even to Bhangulpore, with the avowed object of obtaining redress of their grievances. The main complaints of the Sonthals were that many of their manjis or headmen had been deprived of their villages because they had not agreed, on the expiry of their leases, to renew them at exorbitant rents, and that the villages had been leased at the enhanced rents to strangers, who had rack-rented them, or that their manjis, having been threatened with being deprived of their villages, had agreed to exorbitant terms, and had in consequence

been obliged to levy excessive rents from them. A telegram was afterwards received from the Commissioner of Burdwan, reporting that some 500 to 600 Bengalis of the Moheaspore district had left their houses and passed through to Jungypore from dread of the Sonthals, who they had heard had risen and were following with the intention of looting the country. The Railway Volunteers turned out to meet the danger. The Rajah of Moheaspore took active measures to allay this panic by reassuring his remaining ryots and bringing them back to their villages. The Deputy Commissioner, Mr. Wood, who proceeded to Moraroi to ascertain the cause of the panic and tranquillize the people, had an interview with some pergunnais or head Sonthals, and gave assurance to them that the Doomka Sonthals' complaints were undergoing inquiry, and that their just grievances would be redressed. He at the same time told them that large gatherings of Sonthals, got up for the purpose of intimidating Government officers, would not be tolerated, and only tended to weaken their case; and that the Doomka gathering had without doubt been the primary cause of the present panic, disturbing the minds of the timid and entailing on them serious distress, privation, and loss. The pergunnais admitted the justness of his remarks, and promised to allay the present panic, so far as lay in their power, by convincing the Bengalis that they had no reason whatever to expect any outbreak on the part of the Sonthals. For some months, however, considerable excitement prevailed, and repeated gatherings of Sonthals gave rise to considerable uneasiness.

After the suppression of the Sonthal disturbances in 1855, Act XXXVII of 1855 was passed, which excluded that territory from the operation of most of the general Regulations and Acts, and of any laws subsequently passed in which it was not especially mentioned. For some years that country was ruled on the purest non-regulation system, and the Sonthals were specially protected and contented; but some years after, when the memory of the insurrection was weak, a question arose whether the stamp law could not be enforced in the Sonthal Pergunnahs. The then Lieutenant-Governor, Sir Cecil Beadon, expressed his opinion that the Sonthal Pergunnahs should, as soon as might be practicable, be administered on the system in force in the rest of these provinces. These instructions and views have been for some years followed, and the Sonthal Pergunnahs have drifted more or less under the ordinary law and procedure of the regulation districts; the Rent Law, the Civil Procedure Code, the Stamp Act, and other Acts, have been considered to be in force, and the Deputy Commissioner has been practically transformed into a Judge.

The Lieutenant-Governor was of opinion that the present serious difficulties in the Sonthal Pergunnahs, threatening to result in open violence, were owing to the change of system in those pergunnais. It appeared to him that the Sonthals had good ground for complaint, and that there was a possibility, if not probability, of somewhat grave complications if the present system was continued. The matter was referred to the Government of India, and the instructions of that Government solicited on the subject. The Lieutenant-Governor earnestly urged the necessity of his being put in a position fully to revert to the non-regulation system of administration in the Sonthal Pergunnahs.

Meantime it was impressed on the officers employed in the Sonthal districts that although certain subsequent Acts of the Legislature had been supposed to be in force, the Lieutenant-Governor considered that the large powers which they exercise under the law should enable them to protect the people from substantial injustice. The Deputy Commissioner was desired to proceed to the Sonthal districts and make a thorough inquiry into the alleged grievances of the Sonthals in general and of the manjis in particular. The different estates which had been mentioned as the scene of injustice should be visited, and a special report made of the result of the inquiries. Every endeavour should of course be made to get rid of any farmers whose conduct had been harsh and inequitable.

The Government of India held it to be clear that the indiscriminate extension of some of the Acts of the Legislature to the Sonthal Pergunnahs had worked much mischief, and that these pergunnahs still required a peculiar and simpler form of administration than the rest of Bengal. The Governor-General in Council expressed his readiness to afford the Lieutenant-Governor support so far as possible in any measures, whether of an administrative or legislative character, which he might think it right to propose for securing that object, and this Government was desired to submit detailed plans for providing in the future for a better administration of the entire district.

The report of the Commissioner, showing the result of the inquiries made into the causes of the excitement which lately prevailed among the Sonthals, placed it beyond doubt that they had real and substantial grievances in connection with the tenure of their lands. One of the causes of the rising dissatisfaction had also been the recent introduction of indigo cultivation by some of the zemindars and by European farmers on wards' estates. It appeared to the Lieutenant-Governor that it would be both almost impossible to define by an exact law the rights to which the people had an equitable claim, and wholly impossible to administer any law equally between litigation-loving Hindus and litigation-hating Sonthals. He believed that the only really satisfactory course would be to put the whole matter in the hands of an able and judicious officer acting on general principles laid down for his guidance. The Lieutenant-Governor wished in fact to effect a settlement of these pergunnahs by a settlement officer trammelled by no detailed procedure, and who would record the rights of all parties. The Lieutenant-Governor accordingly recommended that the Sonthal Pergunnahs should be removed from the operation of the laws applicable generally to Bengal, and that the best mode of effecting this object was to bring the pergunnahs within the scope of the Act 33 Vic., cap. 3. This measure, followed by a suitable regulation, would, it was believed, place the action of Government on the only legal basis which would be wholly unassailable, and which would best enable Government to apply from time to time the exact remedies required for the evils which had been or might be shown to exist, without violently or unnecessarily disturbing the law or general administration of the district.

The Government of India entirely acquiesced in this view, and the measure received the approval of the Secretary of State. A notification

was issued announcing the extension of the provisions of section 1 of 33 Vic., cap. 3, to the Sonthal Pergunnahs. The Government of Bengal then submitted, and the Government of India sanctioned, the Regulation proposed for the peace and good government of the Sonthal Pergunnahs under Act 33 Vic., cap. 3, which will be more particularly mentioned in the Legislative Chapter of this report.

WAHABEE TRIALS.

Last year's report, pages 143-144, gave a succinct account of these trials, and mentioned the charges on which seven persons were put on their trial before the Sessions Judge at Patna, and that five of these were convicted under section 12 of the Indian Penal Code, for the offence of abetting the waging of war against the Queen, in connection with the disturbances at Sittana on the Punjab frontier some years ago, and were all sentenced to transportation for life. Against this sentence all the prisoners appealed to the High Court. The case was argued before a bench consisting of the Chief Justice and two Puisne Judges, who in a unanimous judgment confirmed the conviction of Ameer Khan and Tobaruk Ali, but reversed the finding of the Judge as regards the three other prisoners, who were accordingly released.

No cases of the kind are now pending in any part of Bengal.

NAWAB NAZIM.

The affairs of the Nizamut-at Moorshedabad have given rise to considerable anxiety and trouble during the year. The Nawab Nazim has throughout that time remained away in England with some members of his family, leaving his second son to manage matters here as best he could under a general power of attorney. The demands of the Nawab for money have been heavy and unceasing, and his ordinary income, large as it is, being quite insufficient for his expenses, he is getting deeply in debt. This has led to considerable complications. The Nawab sent out orders to his son to sell the rent-free zemindaries belonging to the Nizamut. It appears that these properties are not the personal possessions of the Nawab Nazim, but appanages of the Nizamut state, belonging to the Nawab for the time being in virtue of his office. The Agent therefore insisted on the withdrawal of the advertisement of sale, but the proceedings did not pass unnoticed by the Nawab Nazim's creditors, and very shortly afterwards an attachment was issued against the zemindaries at the suit of one of the largest and most influential of these. This was followed by other attachments against the Nizamut stables and other buildings appertaining to the palace. The Government took steps to resist these processes, on the ground that the property attached to the Nizamut and the buildings maintained by Government for the use of the Nawab Nazim and his family could not be sold for the personal debts of the Nawab. Litigation on the subject is still pending.

The allowances of the various Nizamut stipendiaries are of two kinds—hereditary and resumable. In the event of the death of the holder of a hereditary pension, the pension descends to, or is divided among, the direct heirs under the orders of Government, and does not lapse unless there be no relative entitled to succeed. When a pension

which is not of this category falls in, it is ordinarily resumed to the credit of the Nizamut Deposit Fund. Occasionally, however, small compassionate allowances or life grants are made to survivors of such a stipendiary when their circumstances are such as to warrant this. The total amount resumed in all branches of the Nizamut family during the year was Sicca Rs. 1,362-2 per mensem.

EMIGRATION.

THE subject of population will be fully dealt with in Mr. Beverley's report on the census, which will soon issue, but has not yet reached the Government. This chapter is therefore confined to the subject of emigration, commencing with

EMIGRATION TO THE COLONIES.

The aggregate number of emigrants despatched to the Colonies during 1871-72 was 8,231, against 9,211 of the year preceding.

The statements below show the number of emigrants despatched during the past two years to each Colony. There was no emigration hence to Réunion, Natal, Grenada, St. Vincent, St. Croix, St. Lucia, and St. Kitts during the period under review.

Number of Laborers despatched.

		In 1870-71.	In 1871-72.
Mauritius	... ..	1,937	3,207
Demerara	... ..	3,199	2,125
Trinidad	... ..	2,087	1,620
Jamaica	... ..	1,382	1,279
St. Vincent and Grenada	... ..	606	.. ..
Total	...	9,211	8,231

The rule regulating the proportion of females was fully complied with. The proportion of females to males embarked was as follows:—

Percentage of females embarked.

Mauritius		40·50	} To every 100 males.
Demerara	... ..	48·49	
Trinidad	... ..	46·11	
Jamaica	... ..	45·27	

The statement below shows the average time of detention in the Calcutta colonial depots, and the death-rate among emigrants on the outward voyage, during 1870-71. This information was received too late for inclusion in last year's report. The return for the year under review had not been received up to the close of the year.

Average detention in depôts and mortality among emigrants in transit.

Mortality among Emigrants in transit.

Colony.	Average detention in depôt.	Deaths.	Percentage.
	Days.		
Mauritius, for 1871	25	22	0·84
British Guiana, for 1870-71	17	57	1·76
Trinidad	20	46	2·20
Grenada	220	5	.....
Jamaica	28	23	1·66

There was no crowding, nor any epidemic disease, in the colonial depôts, with the exception of a slight outbreak of cholera in the Jamaica depôts, which was quickly met and stamped out.

In connection with this outbreak, it became a question whether the coolies should be allowed to sail in the vessel which was then ready to take them. A medical committee was appointed, and as in this particular case

Restriction of emigration from coolly depôts whenever cholera appears amongst them.

they were of opinion that no fresh outbreak was likely to occur, the coolies were allowed to sail. On the general question whether it was advisable to lay down any restrictive regulations as to embarkation in such cases, the committee was not unanimous. Drs. Payne and Smith considered that as material interests would suffer by the detention of ships, it was necessary that there should be very definite data and facts to justify restrictions, and as these did not exist they were not prepared to recommend it. Moreover, from such data as were known, the balance of advantages seemed to them in favour of early embarkation. On the other hand, Dr. Cutcliffe's views were different, for he held that the general sense of the medical profession would be opposed to allowing coolies to embark on board ship from a depôt in which epidemic cholera existed in an active state. The whole correspondence was referred to the Government of India for the opinion of the Sanitary Commissioner, whose views coincided with those of Drs. Payne and Smith. Finally, the Protector of Emigrants was instructed that when cholera had not gone beyond the occasional cases which generally occur in Calcutta, there was no necessity for him to interfere with the embarkation of emigrant labourers, but that when an unusually severe outbreak occurred, the matter should be reported for the orders of Government.

The following statement shows the number of emigrants who have returned to this country during the year, and the percentage of mortality on the voyage :—

Colonies.	Number returned.	Number of ships.	Percentage of mortality on the voyage.
From Mauritius	1,700	7	0·47
„ Demerara	434	1	1·61
„ Jamaica	898	2	3·89
„ Trinidad	157	1	1·99
„ St. Lucia	162		
„ St. Vincent	32		
Total ...	3,343	11	1·68

In the inquiry which took place during 1869-70 into the causes of mortality among Indian emigrants during transit, it was alleged that mortality increased with the increasing numbers despatched in the limited emigration season; that under pressure of large requisitions from the Colonies, every effort was made to despatch the required number of emigrants before the close of the season, or within a given time; that in consequence of this demand, multitudes of poor-conditioned emigrants were hurried down to the depôts and shipped before they had been afforded a chance of preparing more thoroughly in strength and general fitness for a voyage which had been proved to be particularly trying to the Indian emigrant.

It was therefore proposed by the Protector of Emigrants to limit emigrations from each depôt in Calcutta during each year to 3,000 souls to ports west of the Cape of Good Hope, and to 8,000 in the case of Mauritius. This Government, however, considered that no change in the existing system was desirable if sufficient notice of the numbers of emigrants required by each Colony during a specific time was given. This would enable the authorities to make proper arrangements for shipments. With this view it was requested that the Emigration Agents should communicate with their respective Colonies, in order that a year's notice might be given of the numbers of emigrants required in any given season.

The Colonies of British Guiana (Demerara), St. Vincent, and Grenada, anticipated no difficulty in sending their indents for labourers a year in advance, and made provision for this purpose.

St. Lucia also promised to do so if importations into that island became a matter of annual occurrence. The colonial authorities at Jamaica found it difficult to furnish so long a notice as twelve months, but were in favour of supplying the Emigration Agent in India with indents for labourers a longer time in advance than had heretofore been the practice. The Mauritius authorities did not approve of the proposal, as the varying circumstances to which agriculture was liable in that Colony did not allow its wants to be measured so long beforehand. The home authorities determined therefore that care should be taken, as far as possible, by the Mauritius Governor so to distribute the demand for emigrants as to avoid any crowding in the Indian depôts.

The Calcutta system of measuring emigrant vessels (known as Sterling's formula) has, under the orders of the Secretary of State, been extended to all Indian ports.

During the year it came under the notice of Government that the Emigration Agents at Calcutta for British Guiana and Jamaica were partly remunerated by a capitation fee on effective labourers landed in those Colonies, instead of being wholly paid by a fixed salary, as prescribed by section 5 of Act VII of 1871.

The Agents, under instructions conveyed to them through the Protector of Emigrants, communicated with their respective Governments on the matter, and the result was that the Government of British Guiana

abolished this illegal form of remuneration, and raised its Agent's pay from £ 1,000 to 1,600 per annum, and that the Jamaica Government intimated that whatever ground its agent had for expecting capitation fees, he never had received and never would receive any.

All emigration agents are now paid by fixed salaries in accordance with the law.

The Government of India having in August last inquired whether the practice of employing sub-agents is adopted by other than the Jamaica emigration agency, and whether these sub-agents recruit labourers, this Government pointed out that sub-agents are more or less employed by all the emigration agencies; that their numbers vary according to the necessities of the season for recruiting operations, and that occasionally they have been themselves used to recruit coolies. It was submitted that these agents and their assistants should be debarred from all power of recruiting by a strict rule to that effect, their work being restricted to superintending the proceedings of the licensed recruiters subordinate to them. All sub-agents and assistants employed by the Calcutta emigration agencies should, moreover, have a letter of appointment from their employers, a copy of which should be communicated to the Magistrates of the districts in which they are employed.

The law as it at present stands cannot be made to apply to these local agents. It is no doubt, however, desirable that the office of sub-agent and assistant should be put on a legal footing and brought under much stricter supervision.

The British Consul at Réunion, in forwarding to the Government of India the immigration report for the year 1870, remarked generally on the treatment received by immigrants in that Colony. His observations led the Government of India to authorize a careful inquiry to be instituted among the return immigrants from that Colony. Owing, however, to the registration system not having been in force when the coolies embarked for Réunion, the particulars available regarding the return immigrants had to be taken from lists furnished by the French Emigration Agent, which contained several inaccuracies: hence the majority of the return immigrants could not be traced. From the examination of the few who could be found, it appeared that they had been generally well treated, fed, and cared for in the Colony.

In connection with this inquiry it was submitted by the Protector of Emigrants that it was desirable that all the Colonies who did not possess separate depôts should make arrangements for the reception and care of all their return immigrants in some established depôt at this port. The Government of India was therefore asked to move His Grace the Secretary of State to take steps for causing such arrangements to be made. The hardship to invalid pauper return emigrants was particularly noticed, and it was suggested that a fund should be raised for their support, by devoting to the purpose a part, if not the whole, of the unclaimed property of deceased emigrants,

who died either in the Colonies or on the homeward passage. The Government of India was, however, unwilling to sanction the establishment of any such fund, but directed assistance to be given to really necessitous cases among invalid pauper return emigrants.

It had been the practice for emigration agents to nominate recruiters on the recommendation of local sub-agents at the place where the recruiters were to be employed, and the Protector of Emigrants, if he had nothing against such candidates in the office records to show that they had been previously dismissed or punished, granted the license. In most cases the Protector of Emigrants was perfectly ignorant of the character and antecedents of, and had never seen, the intending recruiters, who were generally resident in the interior, and not in Calcutta, and there can be no doubt that the practice was very irregular and improper; cases of fraudulent and forcible recruitment of women by recruiters had been brought to the notice of Government as having occurred in the North-Western Provinces, and the exercise of greater discrimination in the selection of persons for employment of this nature, as required by section 16 of the Indian Emigration Act (VII, I. C., of 1871), was deemed advisable. It was therefore directed that licenses to recruiters should only be granted under the following circumstances:—

(1) When the proposed recruiter was known in Calcutta to the Protector of Emigrants, or when living there his character was ascertained;

(2) When he was a resident of an up-country district, and going to recruit in his own neighbourhood, it was ordered that before granting a recruiting license the Magistrate of the district in which the recruiter resided should be consulted before determining the question of his fitness to act in that capacity.

The several agencies connected with emigration to the Colonies from this port were at once informed of these orders, and they were asked to make known their arrangements, as regards the employment of recruiters, to the Protector of Emigrants, in order to enable him to make the necessary inquiries regarding the character and antecedents of the men before licenses were granted to them.

On the emigration agents complaining that delay in answering the Protector's references and a prejudice against emigration among Magistrates were hampering their operations, a circular was issued enjoining promptitude in disposing of such cases and insisting on fair play being given to the emigration agents and their subordinates while acting within the law. The Government of the North-Western Provinces issued similar instructions at the request of this Government.

In order to ensuring that emigration should be thoroughly voluntary, District Magistrates were told that they should make the most careful examination of intending emigrants when brought up for registration under the provisions of section 27 of the Indian Emigration Act. Magistrates were at the same time again

Fraudulent and forcible recruitment of coolies; and the licensing of recruiters of coolies for emigration to the Colonies.

Examination of intending emigrants apart from the recruiters.

cautioned against throwing impediments unnecessarily in the way of emigration.

It was also a common practice formerly for emigrants to be recruited in one district and registered in another. Under the provisions of section 27 of the Indian Emigration Act this was remedied, and recruiters were bound to take the intending emigrants before the District Magistrate for examination and registration *before* removing them from the district in which engagements may have been entered into with them. The Protector of Emigrants was instructed to warn recruiters that they would break the law if coolies entering into engagements in one district were taken to another *without* being registered.

These precautionary arrangements would, it was hoped, prevent the recurrence of the cases of oppression and fraud which had occurred in the North-Western Provinces.

At the beginning of this year the Officiating Magistrate of Ghazee-pore brought to the notice of the Government of the North-Western Provinces, and it was communicated to this Government, that it appeared from the evidence taken before the Royal Commission which sat in Demerara (British Guiana) in 1870 to inquire into the condition of Indian emigrants in that Colony, that the authorities there entirely repudiated all contracts made by recruiters in India with emigrants enlisting for that Colony. It was stated that a large number of emigrants for Demerara enlisted in that district, and had their certificates of engagement, which were apparently of the nature of contracts, attested by the Magistrate of the district, or one of his assistants. The Government of India, meantime, also forwarded extracts from the report of the Royal Commission referred to, noticing the want of care displayed in the selection of really able-bodied men as emigrants, and the want of a clear understanding as to the rate of wages to be received by the coolies in the Colony. The Protector of Emigrants and all Magistrates were thereupon instructed to see that intending emigrants to all Colonies clearly understood their position and prospects as regards labour. As respects the rate of wages obtaining in these Colonies, it was explained that in fact there was no binding contract made in this country for a specific rate of wages payable to them, and that the mere attestation of their certificates by Magistrates did not render such documents legal contracts. The Magistrates were therefore directed to leave the column of "wages agreed on" blank.

With regard to the complaints by the Commissioners as to the class of laborers permitted to emigrate, the Government of India was informed that Government and Government officers could do little to prevent the evil of exporting an unfit class of people while the present system of recruiting continued. The Magistrate could only explain to the intending emigrant the nature of the work, making the emigrant understand that it was agricultural, but he had no means of preventing the enrolment of persons who were really not agricultural

labourers. The recruiting agents were contractors, paid by the head, and so long as they could induce persons to emigrate and get their recruits passed by the agent and medical officer, it was immaterial to them whether the emigrants were fit or not for the work required of them in the Colonies. The abuses of the system of coolie contracting were notorious, particularly in regard to female emigrants. The law insisted on a certain proportion of women, and women being difficult to procure, more prostitutes than labouring women were exported from Calcutta. It was pointed out that the remedy for this state of things would seem to lie primarily with the Colonies themselves, who by strict orders to their agents, or by a change in their mode of payment, might put a stop to the system of exporting unfit labourers.

With regard to the question of wages, it was added that there was a contradiction between the practice under the existing law (Act VII of 1871) and the facts, which it was desirable to remove.

The law in section 27 provided for the entry in the register of the rate of wages agreed on between the emigrant and the recruiter, and under section 37 that agreement was attested in Calcutta, and a copy of the register given to the emigrant, who looked upon it as binding. The terms offered to emigrants here, however, are in fact no contract, but the advertisements of an interested agent.

Mauritius, however, was exceptional in this respect, for coolies proceeding to that Colony entered into special contracts for service before embarking, and these contracts were sanctioned by the labor laws of the Mauritius. The instructions to Magistrates and to the Protector of Emigrants were therefore special as far as they affected this Colony. The Protector of Emigrants was to see that the contracts for the rate of wages entered by Magistrates in the registers of coolies for the Mauritius were executed by the emigration agent of that Colony before the emigrants sailed. He was to arrange also with the Mauritius emigration agent for receiving notice of any alteration made by the Mauritius Government in the rates of wages now offered to emigrants, which were to be communicated to Government and to Commissioners of divisions.

It was also afterwards ascertained that although emigrants to Jamaica leave this port under no contract, yet recently enacted laws of that Colony prescribed a minimum rate of wages for each labourer. These rates were therefore ordered to be entered in the registers of emigrants for Jamaica.

As regards British Guiana, Trinidad, and all other British Colonies, the wages column of the register was to be kept blank, and the emigrants warned as indicated above. Emigrants to the French Colonies were only to be sent under contract, specifying wages and other particulars, as provided for by section 68 of Act VII of 1871.

The Government of India was also requested to have this Government furnished with copies of the reports of Her Majesty's Emigration Commissioners, and of all ordinances, regulations, &c., relating to labourers in all Colonies to which emigration from this country is permitted.

Since the end of the year intimation has been received that the Colonies of British Guiana and Trinidad have guaranteed a fixed minimum wage to emigrants, and it is hoped and believed that the

system is now on a much more satisfactory footing than at the beginning of the year.

The Secretary of State, in forwarding a letter from Sir J. P. Grant, the Governor of Jamaica, called for a report on the complaints to which allusion was made in it as to the attitude taken up by Bengal officials towards the emigration agents.

It appeared that Mr. Anderson, the Jamaica agent at Calcutta, had written to his Government alleging that illegal obstacles were thrown in the way of his sub-agents by magisterial officers in Bengal, who worked the emigration laws in a very unfair manner, and saying that if the system were continued he would be unable to recruit a single cooly. It was further said that a circular had been sent to Bengal Magistrates causing them to express to intending emigrants doubts of the truth of the representations authorizedly made by the agent that emigrants to Jamaica would be entitled by law to receive, and as a matter of fact would receive, one shilling at least for each day's labour. An instance was cited of a recruiter at Mirzapore bringing before the Magistrate some people who had agreed to emigrate, when that officer caused to be read to them a circular in which it was explained that the Indian Government would not be responsible for the payment of the wages held out to them, and that they might get a rupee or a pice a day; upon hearing which the coolies at once broke off their engagements. Sir J. P. Grant thought that if these stories were substantially true, the Magistrate had shown ignorance of the law and practice in Jamaica: that it was not fair to say that the Indian Government was not responsible for the coolies' wages without adding that the Jamaica Government did accept a responsibility in the matter and acted up to it; and that according to the Jamaica laws an Indian indentured male adult got a shilling a day for every day he worked, unless he went on task work in the expectation of earning more: he hoped, therefore, that the matter might be inquired into.

The Lieutenant-Governor was able to submit without any delay the report called for. He said that so far as the papers received implied charges against this Government and the local Magistrates of illegally and unfairly obstructing emigration to Jamaica or any other Colony, he had no hesitation in giving the most unqualified denial to any and every such charge. The Government and the Magistrates had done nothing more than it was their bounden duty to do in protecting those persons committed to their care, who might be induced to enter into engagements with emigration agents to leave India for distant Colonies. That such protection was necessary, was sufficiently shown by the papers which had been before Government. In addition to the cases of kidnapping and inveigling women brought to light both in the North-Western Provinces and in the districts under this Government, the report of the Commission which inquired in British Guiana into the condition and treatment of India emigrants in that Colony, had made it abundantly clear that the rates of wages entered in the agreements of the emigrants and attested by Magistrates here were quite fictitious, no such wages as the emigrants supposed being in reality secured to them.

In the Mauritius it had been brought to light that the time-expired and free emigrants were subjected to most harsh and tyrannical

nical laws; and papers lately received from the Government of India showed that the present Governor of that Colony considered that great abuses existed, and that a Commission was now inquiring into them.

As regards Jamaica, papers very lately transmitted showed that during the last two years, under new arrangements introduced by Sir J. P. Grant, the cooly was efficiently protected and cared for; but those same papers showed also that, till quite the other day, the state of things was very far otherwise. In the extract from the Jamaica blue book for 1871, received by the Government of Bengal in August last, it was stated that in that year a new Agent-General of Immigration was appointed, and the state of things much improved. The Governor said:—"Under the old state of things this department in Jamaica was in a *disgraceful* state, but it has now been completely reformed under the new system introduced with the new law of 1869." He (the Governor) stated in his letter to Lord Kimberley, No. 67, dated 9th April 1872, paragraph 19—"Under the old Jamaica laws and indenture bonds the only stipulated pay was day wages; but in practice neither day wages, nor anything having a resemblance to day wages, were known. Thus, when a man was too weak to do the work of a strong man, he was half starved, or more than half starved, and so was made weaker still, recovery of strength being often made impossible to him."

This was the state of things in Jamaica up to 1869, and the papers showing the improved arrangements made in 1870-71 were not made known to this Government till 1872. There was now before the Government of Bengal a letter from the Government of Jamaica to the emigration agent in Calcutta, dated 24th May 1872, sending copies of the new Jamaica Immigration Law 34 of 1869, and directing that copies of it should be furnished to the Indian authorities. Were then the Government and the Magistrates to be blamed in thinking it necessary, in 1871, to take the ordinary precautions required by law and rule in regard to emigration to Jamaica as well as to other Colonies? Government had it on the best authority that if, as is stated, doubts were thrown on the fact of the coolies receiving the wages that were promised them, those doubts were most fully justified by the practice up to 1869.

The fact seemed to be, that whatever might be effected by an individual Governor like Sir J. P. Grant, some of the colonial administrations had been so much in the hands of the planter interest that it was impossible to trust to them alone for the protection of our people, and Government was bound to see that the promises made to the emigrants were true, binding, and secured by law.

On the other hand, while his Honor contended that the Government and its officers had done their duty in protecting the people, he also asserted that he had been most ready to listen to the colonial agents, and to give them every reasonable facility. Believing himself that emigration, if fairly conducted, was good for all parties, the Lieutenant-Governor had taken every care to do all that was possible to smooth matters and to protect the agents against any excessive prejudices resulting from isolated cases of abuse; and one proof of this would be found in a letter addressed to the Government of India, No. 3709, and dated 18th November 1871.

Those agents who had met the Government in a reasonable spirit had now, his Honor thought, nothing to complain of; and His Honor did not consider that his action was open to the complaints of a gentleman of whose language he had previously had occasion to take notice, and with regard to whose general mode of conducting himself towards those with whom he came into official contact an inquiry was being held at the request of Sir John Peter Grant himself.

The Lieutenant-Governor further observed that it was not to be expected that Bengal officers should know precisely the law of each and every Colony unless it was particularly brought to their notice, especially when, as in the present case, the law had recently been entirely changed. The Lieutenant-Governor had found the very greatest difficulty in ascertaining the facts regarding the laws of each Colony. The Indian Government had no agents there, and if abuses existed (as till lately in Jamaica), it could hardly expect that the agents of the Colonies here would inform the Government of the fact.

The Lieutenant-Governor was happy, however, to say that the action which he had thought it right to take had been attended with very beneficial results. The Secretary of State for the Colonies had not yet taken action on the report of the Commission of Inquiry in British Guiana, but finding from the report that the promised wages were not real, this Government had caused the state of things to be explained to the coolies somewhat in the terms stated in Sir J. P. Grant's letter. The colonists, finding that without a fair stipulation for wages they were not likely to get coolies, themselves took the matter up. British Guiana and Trinidad had guaranteed a minimum wage of 25 cents. or 1s. 0½d. per diem: the difficulty was happily surmounted, and every facility for emigration was being given them.

As regards the Jamaica complaints, it might (the Lieutenant-Governor added) be necessary to be a little more particular. Mirzapore was not under this Government, but the orders of this Government were communicated to the Government of the North-Western Provinces, and the course followed was, it was believed, the same as in those provinces. The Guiana Commission having brought out the fact that the wages hitherto entered in the emigrants' registers were not really paid to them, that there was in fact no binding contract, and that emigrants who fancied they had secured liberal wages were entirely misled, and strong representations on this subject having been received from the Government of the North-Western Provinces, a reference was made to the Protector of Emigrants, who stated that binding contracts for specific wages really paid were not made for any of the West Indian Colonies,—a statement which was, it is believed, correct as regards all those Colonies except Jamaica, and was correct as regards Jamaica up to 1869. Government was not then aware of the alteration of the Jamaica law, and consequently Jamaica was not excepted in a circular No. 74 of 29th December 1871. This circular desired Magistrates to explain to intending emigrants that there was no binding contract as to the rate of wages payable to them, and to leave the column in the register for '*Rate of wages agreed on*' blank. Shortly after the Jamaica Agent brought to notice the new Jamaica law giving a minimum wage, and a fresh circular was issued.

on 6th February, explaining this and removing all misconception. The paragraph regarding Jamaica was as follows:—

It has also been ascertained by Government that although emigrants to Jamaica leave this under no contract, yet the laws of the Colony prescribe a minimum rate of wages for each working day of not less than one shilling; which is equal to eight annas a day, without food, for each adult male labourer, and not less than nine pence, which is equal to six annas a day, for each female of any age, or for each lad between 12 and 16 years of age, and this rate may therefore be entered in the registers of emigrants for Jamaica. Part of the wage is given in rations at prices and rates fixed by the Governor and notified in the *Jamaica Gazette*. It will, however, only be necessary to enter in the register and extracts the money wage above noted.

It was evident then that if Mr. Anderson, writing on 14th March 1872, and in subsequent communications, had represented that Jamaica emigration was obstructed owing to any misconception regarding the rate of wages, he was entirely wrong, and ought not to have made such statements. On the whole subject the Lieutenant-Governor hoped the Government of India and Secretary of State would think that the action taken had been right and beneficial. As respects Jamaica, Sir J. P. Grant's account of the state of things up to 1869 amply showed that there was *prima facie* occasion for interference; and the circular of this Government of 6th February 1872 equally showed that the moment reliable information of a better state of things was given it was acted on. As regards the other Colonies, the alterations now made in the laws and rules of British Guiana and some other Colonies showed that the action of Government had had the desired effect, and there was no longer difficulty.

But with respect to the Colonies generally, to which emigration from India is permitted and facilitated, the Lieutenant-Governor earnestly trusted that the measures for securing full information promised in the papers received from the Government of India in July last would be fully carried out. Those papers showed that the information possessed by the English Emigration Commissioners and the Colonial Office themselves had been very imperfect. The papers quoted in this report showed that abuses had till recently prevailed in Guiana, Jamaica, Mauritius, and other colonies; and though they were now in course of correction, the Indian Government should have much fuller information than it had hitherto had to enable it to see that poor and ignorant men, who could not distinguish one Colony from another, were not deceived by the misrepresentations of unscrupulous persons employed as recruiters and paid by the head, and that the engagements into which the coolies entered truly represented real binding stipulations and not mere nominal wages, &c., which did not exist in practice, as had hitherto been the case.

EMIGRATION TO THE TEA DISTRICTS.

The following statement furnishes detailed information regarding the labourers imported from other districts employed in Assam, Cachar, and Sylhet during the year 1871. The total number of labourers remaining employed at the end of the year was 39,904, against 39,690 at the end of 1870.

Return of labourers employed in the tea districts under contract in 1871.

General return of Imported Labourers employed in the Tea Districts under contract during the year 1871.

DIVISION OF PROVINCE OR DISTRICT.	Number of labourers remaining at the end of 1870.	Imported during 1871.	Received from other districts.	Returned from detention.	Returned from imprisonment.	Re-engaged in the province.	Total.	Transferred to other estates or factories.	Released by permanent unfitness.	Released by completion of service.	Released by purchase.	Released by cancellation of engagement.	Number of deaths during the year.	Deserted.	Imprisoned.	Total.	Total number of labourers remaining at the end of 1871.
Upper Assam	16,927	3,059	.....	63	49	5,365	25,975	.....	39	7,209	6	71	695	485	67	8,572	17,404
Newgong	773	111	36	3	1	102	1,026	41	.....	253	..	1	41	33	2	371	655
Durrung (Chardoar)	979	238	25	4	14	292	1,512	9	17	185	..	.....	72	38	15	336	1,176
Mungledye	116	11	.....	..	.....	463	593	.....	.....	41	..	.....	14	1	..	56	537
Bishnath (Sooteah)	334	177	10	3	.....	885	1,459	.....	4	406	1	2	39	17	..	469	909
Kamroop (a)	73	..	.....	..	.....	.....	73	.....	.....	73	..	.....	.....	..	..	73	.....
Cachiar (b)	19,836	1,342	803	11	14	7,055	29,111	217	5	9,882	55	15	186	303	22	10,447	18,604
Sylhet	542	116	.....	..	2	345	1,005	.....	.....	495	..	.....	6	22	4	527	478
Total	30,690	5,104	874	87	80	14,920	60,755	267	65	18,244	62	89	1,063	961	110	20,361	39,904

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(a).—No returns were received from this district during the half-year ending 31st December 1871, as there were no labourers under agreement at the close of the preceding half-year, and none were imported during the last half-year. The gardens are now worked by local time-expired labourers, who are not under contract.

(b).—Returns for the period ending 31st December 1871 were not received up to date of proceeding to press.

Including those recruited by garden sirdars, there were 7,022 coolies despatched to the tea districts during the year under report, against 4,863 in the previous year, in the following proportions :—

Labour transport to Assam, Cachar, and Sylhet.	...	...	...	4,697
Assam	...	...	...	2,219
Cachar	...	...	...	106
Sylhet	...	...	...	

The percentage of females receded from 76·62 last year to 67·17.

While in the depôts at Calcutta the coolies expressed themselves satisfied with the treatment they had received, and though the mortality among them showed a higher percentage this year than last, there were only 23 deaths in all, and 19 of these were due to a very exceptional outbreak of cholera. There were altogether 9,033 coolies admitted into the Calcutta depôts.

The mortality in transit, chiefly owing to cholera, was excessive, for among the Assam coolies there were no less than 153 deaths, and as many as 40 among those sent to Sylhet and Cachar. This matter, however, engaged the earnest attention of Government, and measures were put in hand which it is hoped will have considerable effect in reducing this mortality. As an obvious means of shortening the river voyage, which is always a time of danger for the coolies, and as

the opening of the extension of the Eastern Bengal Railway to Goalundo had transferred to that place business which had hitherto been transacted at Kooshtea, embarkation at the latter place was prohibited from after the 1st May 1872, and the depôts of the contractors were removed to Goalundo.

The other measures which suggested themselves were the provision of quarantine depôts at Calcutta and Goalundo for infested gangs, and the laying down of proper rules of quarantine for the passage. To give effect to these, however, an amendment of Act II (B.C.) of 1870 is necessary, and opportunity will be taken to remedy other defects which have been discovered in the practical working of that Act. Meanwhile the Medical Inspector at Calcutta and Dr. Ayres were directed to exercise the closest supervision so as to ensure detection of disease, and to take prompt measures to prevent its spreading. Special care was to be exercised so that only intelligent and qualified native doctors might be selected to proceed with the coolies, and the Lieutenant-Governor was desirous that every gang of coolies over 200 strong should be accompanied by a European or Eurasian doctor. For the future, no contractor was to be allowed to despatch from Calcutta more coolies than there was accommodation for at the Goalundo depôt.

Among the points to be provided for in the revised Act, the Lieutenant-Governor desired that, instead of the Superintendent, the local district authorities should have the chief responsibility of approving the individuals put forward as recruiters. All labourers should be registered before the Magistrate, and if garden sirdar gangs were passed through the contractors' depôts or conveyed in steamers, they should be brought under all the rules and regulations applicable to contractors' labourers. If they wished to be, as at present, entirely free from control,

they would have to proceed in gangs of less than twenty by country boats. These directions affecting sirdar recruited coolies seem to be especially necessary from the great mortality which it is believed prevails among them *en route*. It may be added that the steam service to Assam is very slow, irregular, and defective, and there is thus much addition to the length and risk of the passage.

The Lieutenant Governor, during the rainy season of 1871, visited both Assam and Cachar, and went much into the question of tea industry and coolly labour there.

After looking at the reports, fully discussing matters with the district officers, and visiting some of the tea gardens, the Lieutenant-Governor was satisfied that the state and prospects of this important industry in Cachar were exceedingly good, and that the condition of the labourers employed was on the whole satisfactory. There seemed every reason to hope that the era of share speculation had gone by, and that of good honest tea-producing had well set in, and that the industry is now a permanent and increasing one. The large number of time-expired labourers who remain in the district showed that they were sufficiently content with their bargain, and though the wages given (Rs. 5, or at most Rs. 6 per mensem) do not sound large, and are not so much wages in the ordinary sense as rates of task work, the Lieutenant-Governor had no doubt that the good income earned by women and children (who for some of the most important work, especially plucking, are better than men) makes the earnings of a family very good. The encouragement given to the coolies to keep cows on most Cachar gardens adds much to their comfort. It is moreover a very great advantage that the growth of an almost permanent population, and the garden sirdars' system of recruiting, have reduced to narrow limits the contract system of recruiting, which was attended with so many evils. In Cachar, however, as well as in Assam, His Honor much felt that the want of means of education for the large number of children employed in the tea industry was greatly to be deplored. Valuable as is the labour of the children, it would be for the advantage of the planters themselves to have about them an intelligent people who can read and cipher, and the best of whom might learn the mechanical arts, build their houses, make their tea boxes, and manage their steam engines. Now that this obligation on the part of employers of labour is so generally recognized in England, it should not be forgotten in India; and the Lieutenant-Governor expressed a hope that European employers of the older children, and of the parents of the younger children, will show a good example in this respect, especially the wealthy companies and individuals who own large concerns.

The present managers now, as a class, are a set of men who recognize that it is not only their duty, but most especially their interest, to treat their coolies well; since in India of all countries it is by obtaining willing and contented labour that any industry undertaken by Europeans can be made to pay. Any gross ill-usage and injustice are now, it is hoped and believed, very exceptional. Occasional exceptions there may be; and the officers of Government are responsible that the regulations are complied with, wages paid, and the health and comfort of the imported coolies

attended to, because these people, being under engagements which render them for their term no longer free men, and bound down by very stringent penal laws, cannot protect themselves as free men can. Especially in the matter of the healthiness of gardens, since these imported labourers are engaged to work in places which they do not know, the Lieutenant-Governor thought it would be unfair to bind them down to gardens which, among the general healthiness, are very specially unhealthy; and therefore cases of unusual mortality must not be overlooked. Prompt inquiry should be made to ascertain whether the cause can be ascertained and removed, or whether there is unhealthiness such that coolies should not be penally bound to remain.

The percentage of deaths during the year 1870 was shown to be .82 during the first half-year and 1.4 during the second half, or 2.22 for the whole year. Mr. McWilliam, the Deputy Commissioner, said these returns were favourable, if correct. The Lieutenant-Governor believes that the year had been healthy, and that, generally speaking, Cachar gardens were now not unhealthy, which is very satisfactory. The rates of mortality for particular gardens are sometimes considerable—

	Average No. of coolies.	No. of deaths.	Percentage.
Kuttel, Halteahbagh, Boucarrah, Hultea			
Island, and Beejuntipore	526	22	4.18
Balladhun	97	13	13.40
Bynakandy	495	18	3.63
Dulibudhur	247	9	3.64
Majorgram	115	18	15.65
Jellalpore	426	44	10.32
Goomrah			
Burthol	293	17	5.80
Joypore			

In reviewing on the spot the returns for 1870, the Lieutenant-Governor drew special attention to exceptionally unhealthy gardens, called for special report regarding the mortality among infants, and considered the difficult question of how the authorities should deal with time-expired labourers. The last point was referred to the Legislative Department in connection with the revision of Act II (B.C.) of 1870, above alluded to.

The attention of the local officers was also directed to the prevention of overcrowding the cooly lines, the provision of garden ground, the supply of adequate medical attendance, and other matters connected with the health and comfort of the labourers.

During the first half-year of 1871 the general health of the coolies in Cachar was good. There were 28,537 labourers employed during the above period, and among these there were 186 deaths and 365 desertions. During the corresponding half-year of the previous year there were 25,478 labourers employed, amongst whom there were 166 deaths and 281 desertions.

The mortality in the Cachar gardens during the latter half of 1871 cannot be given, because the Commissioner of Dacca has not yet submitted the returns for that portion of the year.

The inspection reports and half-yearly returns for 1871 relating to Sylhet showed that the gardens there were in a very satisfactory

condition. There are five gardens in this district, containing an average of about 560 labourers, all of which with one exception were twice visited by the Inspector. The lines were well kept, and the appearance of the labourers themselves was healthy. The six deaths which occurred were all at the Puthoreah garden, in which are employed more than half of all the labourers in Sylhet. In the Cherragaon garden no deaths occurred during 1871, while in the previous year 35 per cent. of the labourers employed here died; and as the Magistrate of Sylhet has specially reported that he believes these figures to be correct, and as the Inspectors on their visits found the books and registers correctly kept, there is no room for doubt but that the Sylhet tea coolies were well looked after during the year 1871.

The following figures show a favourable contrast with the similar statistics for the year 1870 :—

	1870.	1871.
Average number of labourers during year ..	590	560
Deaths during the year ..	25	6
Labourers imprisoned ..	1	4
„ who deserted ..	54	22
„ imported during year ..	65	116
„ engaged or re-engaged in Sylhet ..	333	344

As regards Assam, on the other hand, the Lieutenant-Governor was not so completely satisfied, there not being sufficiently effective supervision and control. His Honor believed, however, that the tea limits being now settled, and the grants being generally in good hands, abuses were quite exceptional. It appeared that since the departure of the special inspector, who had not been replaced, the duties of visiting gardens and inquiring into the condition of the labourers had not been satisfactorily performed by the Deputy Commissioners and their assistants in Upper Assam. The Lieutenant-Governor accordingly acceded to the Commissioner's recommendation to re-appoint a separate officer for this duty, and in November 1871 Dr. T. D. Partridge was nominated to the post.

That such an appointment was necessary, was made very clear by the facts brought to the notice of Government in regard to the way in which two managers in Luckimpore had been in the habit of treating their coolies. In one case it appeared that a planter kept a cordon of chowkidars round his garden to prevent these coolies from going to complain, confined and ill-treated any who sought to get away for this purpose, and succeeded in inducing a weak or worthless native magistrate to punish for rioting a party of labourers seeking to institute a complaint of maltreatment. The Lieutenant-Governor remitted the fines imposed on these labourers.

In the case of a second manager it was established by the inquiry ordered by Government, not only that a brutal flogging had been inflicted on a cooly under his order or with his knowledge and consent, but that the Assistant Commissioner had entirely failed to do justice or make proper investigation into the case. This gentleman was permitted to retire from the Assam Commission.

The mortality in the Diffloo and Pankah gardens, belonging to the Central Assam Tea Company, having been very high in 1869 and 1870, the Secretary of State, in March 1871, called for a further report concerning them.

Mortality in the Diffloo and Pankah tea gardens and others.

A committee was assembled under section 112, Act II of 1870, but in the opinion of the majority the healthiness of Diffloo had improved, and the condition of Pankah was not so bad as to render the garden unfit for human habitation. The mortality in Pankah was, however, shown to be 8 per cent. per annum, and in the opinion of the Lieutenant-Governor the present state of the law, by which coolies were penally bound to remain in such unhealthy localities, was very unsatisfactory. The question of a revision of the law in this respect was accordingly referred for the consideration of the Legislative Department. At the close of the year a further report was received on the condition of the Pankah garden. This showed that things were improving; the death-rate had decreased to 6.15 per cent. per annum, the lines had been constructed on raised ground, and good water was procurable from wells. The coolies themselves were said to be happy and contented.

A committee also met to report on the condition of the Adhibaree and Baliparah gardens, in the district of Durrung, belonging to the Agra Bank, and to decide whether they were fit for human habitation. They found that Baliparah was unfit, and it was accordingly closed to all imported labourers. They took, however, a more lenient view of the condition of Adhibaree, and orders have been passed directing the inspector to visit the garden frequently, to insist upon proper hospital accommodation being provided, and to see that the labourers actually receive their full wages.

The death-rate in certain gardens of the Bishnath Tea Company also attracted attention, and the Deputy Commissioner went out to inspect them. As the report he gave showed that considerable improvement had taken place in them, it was not thought necessary to order a committee to assemble under section 112, Act II (B.C.), 1870.

Orders were issued to convene a committee under the above section to report on the Ghogra, Singleejan, and Behali gardens of the Luckimpore Tea Company; but before the committee met all imported labourers had been withdrawn from the first two gardens, and the orders respecting them were therefore rescinded. In the case of Behali the committee did not consider it unfit for human habitation, and the Lieutenant-Governor agreed that though the death-rate among the labourers was high, it was not sufficient to warrant the closing of the garden. Orders have, however, been given to watch the garden, and to make a special report on it at the end of the current year.

The average cooly population employed in the Assam tea gardens amounted to 20,180; the total deaths were 861 or 4.26 per cent., as against about 5 per cent. in 1870.

Mortality among coolies employed in Assam, Cachar, and Sylhet.

In Kamroop there are only two gardens, neither of which at present employ any but time-expired labourers. Of these there were

191 at work at the end of the year; there were no desertions, and only one death amongst them.

In Nowgong the average number of labourers during the year was 713, and the total number of deaths 41, or 5·7 per cent.; but 22 of these were occasioned by cholera in the latter half of the year. The only garden in which the deaths were really numerous was Sagunbari, where 14 deaths occurred between June and December, owing apparently to cholera.

In Upper Assam, which includes the Sebsaugor and Luckimpore districts, the average number of labourers was 17,170. There were altogether 695 deaths, which yields a percentage of 4·05 per year.

In the Sebsaugor district there are 78 gardens, of which the following show an excessive death-rate:—

	Annual percentage.			
Charideo	...	...	...	8·8
Rungagora	...	...	...	15·2
Namalighur	...	...	...	9·6
Punkah	...	...	...	6·06
Sonaree	...	...	...	10·1

In the first of these gardens the mortality is attributed to the bad water which the coolies use in the rains; in Rungagora and Namalighur cholera is the cause assigned. Punkah has been twice inspected by a committee, but the majority have on both occasions decided against closing it. As for Sonaree, it is said that the batch of coolies sent there were a sickly lot.

In Luckimpore there are 65 gardens, of which the following show a high percentage of mortality during the year:—

Moran ...	10·9	per cent. on	256	labourers.
Sepon ...	4·9	"	82	"
Guijan ...	9·8	"	81	"
Sessa ...	5·8	"	120	"
Cinatolia ...	6·8	"	203	"
Joysing ...	10·6	"	75	"
Talup ...	5·5	"	269	"
Doolahat ...	29·4	"	95	"

In Moran the mortality is attributed to the importation of weakly batches of coolies, and to dysentery produced by the coolies persisting in eating uncooked food.

Cinatolia, Joysing, Doolahat, are all in north Luckimpore, and the Assistant Commissioner accounts for the death-rate by the jungly character of the tract and the importation of weakly coolies. Coolies of the North-Western Provinces especially fare badly.

Durrung includes the Chardwar and Bishnath circles; in the former there are 11 gardens, and in the latter 13. The death-rate in those in Chardwar was 6·6 per cent. on an average of 1,022 labourers; and in Bishnath 5·6 on 687 labourers.

In the Mungledye sub-division of Durrung there are 10 gardens, in which the percentage of mortality was 2·8 on an average of 495 labourers.

The rates of mortality, as between men and women in the different circles, were—

			Men.	Women.
Upper Assam ...	...	...	4·2	4·4
Nowgong ...	...	...	5·7	5·7
Bishnath ...	...	...	6·0	6·9
Chardwa ...	...	...	6·7	7·6
Mungledye ...	...	...	3·2	3·1

The Lieutenant-Governor having noticed that in some tea plantations there were no hospitals, and it having been stated that none were required there, desired the Commissioners of Dacca and Assam to state what plantations were without hospitals, and the number of coolies in each. His Honor considered that there should at least be central hospitals for infectious diseases, as provided for in the rules laid down in accordance with sections 73 and 76 of Act II (B.C.) of 1870, and which were published in the *Calcutta Gazette*.

The Commissioner of Dacca replied that it was true that on some tea gardens there were no hospitals, but that in many instances they really were not required; coolies, especially those from the North-West Provinces, were exceedingly averse to remaining in hospital, and, except in the case of contagious diseases, were better treated in their own lines, and there were no plantations in which hospital accommodation could not be provided at once in the event of an outbreak of contagious disease. He at the same time submitted a list of gardens in which he had directed that hospital accommodation should be provided at once, and these orders were approved.

The Commissioner of Assam reported that in Kamroop no hospitals were required, because no imported labourers were now employed there; and in Nowgong orders have been issued to erect hospitals in the only three gardens which were without them. In Sebsaugor the large garden of Seppon, employing nearly 300 labourers, and in Luckimpore the Khowang plantation, with 466 coolies, were found without hospitals, which were ordered to be provided at once. There were other gardens in Sebsaugor without hospitals, but they were near others which had the necessary accommodation,—an arrangement which was held to be sufficient when the adjacent gardens belonged to the same owners.

LEGISLATIVE.

THE following Acts especially affecting Bengal, or in regard to which the opinion of this Government was specially asked, were passed in the Legislative Council of the Government of India during the year 1871-72 :—

The Coroners' Act (IV of 1871)—for regulating the office and proceedings of the Coroners in the Presidency Towns, the provisions of which will be noticed under Criminal Justice.

The Bengal Civil Courts' Act (VI of 1871)—by which the whole law regarding the constitution of the Civil Courts and the appointment of the Judges was consolidated.

The Bengal Sessions Courts' Act (XIX of 1871)—which defined the power of the Local Governments of Bengal and the North-Western Provinces to make appointments of Sessions Judges and Additional Sessions Judges, and declared the validity of all past appointments, with regard to which certain doubts had been felt. The Act also empowers the Local Governments to define and, when necessary, to vary the local limits within which the officers appointed are to exercise jurisdiction.

The Bengal Regulations Repeal Act (XXIX of 1871)—by which certain regulations of the Bengal Code which had ceased to be in force, or which were said to have become unnecessary, were abrogated. This Act was passed just before the breaking up of the Council on its departure from Simla without any communication with the Lieutenant-Governor, and when he had reason to believe that it was not to be passed. The passing of this Act was regretted by the Lieutenant-Governor, who thought that some of the repeals were very undesirable.

The Indian Evidence Act (I of 1872).—The Government of India having called for an expression of the opinion of the Lieutenant-Governor and of the officers whom His Honor might deem fit to consult on the provisions of this bill while it was still before the Council, the Advocate-General, the Superintendent and Remembrancer of Legal Affairs, and Mr. Field, Judge of Chittagong, &c., were consulted. In forwarding to the Government of India the reports received from these officers, the Lieutenant-Governor expressed his opinion to the following effect. He had no doubt that the law clearing up the obscurity as to rules of evidence and rendering the Judges in some degree masters in their own courts, foreign law of evidence being excluded, would be highly beneficial. His principal doubt was whether it was possible to define by law what evidence is relevant and what is not. He was inclined to think that relevancy is a question of degree; that the relevant shades off into the irrelevant by imperceptible degrees. If the rules regarding relevancy were treated as merely an authoritative treatise on evidence for the guidance of Judges, which they were to study and follow as well as they could, but they

were not bound to hear objections and arguments based upon it, the Lieutenant-Governor had no doubt that the rules were admirably suited to the purpose. It was not clear whether counsel were to be entitled to take objection to evidence at every turn and to argue the question of its admissibility. It seemed of great importance that this should be cleared up, for if counsel might object and argue, the Lieutenant-Governor feared that the argumentations regarding relevancy would be endless. He had also misgivings if it was right that an Indian law of evidence should in any degree take the English law on that subject as its basis, inasmuch as the English law was once the most arbitrary in the world, and is still very arbitrary in some points.

The Native Marriage Act (III of 1872)—which was passed to provide a form of marriage for persons not professing the Christian, Jewish, Hindu, Mahomedan, Parsi, Buddhist, Sikh or Jain religions, and in accordance with section 3 of the same, the Lieutenant-Governor has appointed various sub-registrars, 32 in number, *ex-officio* marriage registrars, and ruled, in accordance with section 12, that they shall register marriages at their respective offices, and at no other places.

Under section 14 a scale of fees has been prescribed which a marriage registrar may charge for the duties to be performed by him.

For the accommodation of the Brahmo community, marriage registrars, members of that sect, have been appointed at Calcutta, Hooghly, Dacca, and Backergunge, and the place where they may register marriages other than their respective offices, is to be determined by the parties themselves.

The Code of Criminal Procedure was under revision in the Imperial Legislative Council during the year under report, and an expression of the opinion of this Government on the provisions of the bill was called for, special attention being drawn to certain suggestions which had been made to the Select Committee to whom the bill had been referred.

The Lieutenant-Governor replied, and gave his opinion on the several points raised, the following among others.

The Lieutenant-Governor entirely concurred in, and strongly recommended, the proposal for an entire change in the system of appeal and the substitution of one of control, there being no appeal as of right, but a general power to control, including a power to revise cases of acquittal as well as of conviction, to enhance as well as to diminish punishments, and also summarily to reject any appeal. But he would greatly strengthen the controlling authority, and would not, as now, let a power of upsetting orders and sentences be exercised by an authority which was only a little superior to the court of first instance. His Honor thought that the proposed arrangement for strengthening the courts of first instance by making two or three Magistrates sit together would be most useful in the case of benches of honorary municipal Magistrates,—an arrangement which he much favoured.

As regards the proposal to simplify the manner of taking down evidence, there seemed to the Lieutenant-Governor to be two sides to the question. He very much feared that when the Judge took down

the whole of the evidence, the mechanical duty was so heavy as to disable him for that vigorous application of his mind to the merits of the case and the examination of parties and witnesses, which was indispensable to a thorough sifting of the case. It might be possible for an English Judge, whose duty was mainly passive, to do this, but for an Indian Judge, whose part was mainly active, it was very difficult. The Lieutenant-Governor would therefore have one of two things: either the record should be brief and summary, only the substance of the evidence being recorded; or, in cases where it was required to preserve it in greater detail, a skilled writer should be allowed to take down the evidence as the Judge repeated it.

His Honor had no doubt that the system of trial by jury required reconsideration and revision. He had consulted the High Court on this subject, and on receipt of the court's reply it might be a question whether the system should be continued; but of this His Honor felt sure, that there should be a power to withdraw particular cases from trial by a jury.

In regard to section 25 of the draft code, which empowered a Magistrate in charge of a division of a district to receive and try (without reference by the Magistrate of the district) such charges as he was competent to try upon reference by the Magistrate of the district, the Lieutenant-Governor observed that it re-introduced a provision not found in the present code, which would have the injurious effect of making a district no longer a *district*, and rendering every sub-division practically a separate district. In any other sense he did not think the provision required, as sections 32 to 36 gave the local Government and the Magistrate of the district ample powers to invest sub-divisional officers from time to time with authority to hear all or any cases.

The Lieutenant-Governor was strongly of opinion that Magistrates should have a discretionary power not to summon witnesses for a prosecution in petty cases without deposit of charges and expenses, and also not to summon witnesses for the defence without such deposit, if it seemed to them that the witnesses were named only with a view to cause obstruction and delay, in the same manner as in sessions cases was already provided.

Referring to sections 47 and 176 of the draft bill, the Lieutenant-Governor observed that no provision whatever had been made for the large class of cases regarding European British subjects which were too serious to be disposed of by summons and fine, and were not so serious as to require commitment to the Sessions. His Honor had no objection to the provision proposed for each of the two extreme classes of such cases in the sections above cited, but he thought that the intermediate class (more important than both the others) urgently required provision. He referred the Government of India to the separate communication which he had made on the subject, and pressed upon their attention the question of making European British subjects to some extent amenable to the ordinary tribunals of the country in respect of offences committed by them. This had been the intention of the Imperial Legislature in 1833, when throwing open the country to European settlers, and the only attempt which had been made to give effect to it, was the provision of Act XIII of 1865, enabling a Judge of the High Court

to go on circuit to try offences committed by Europeans. But this scheme had remained a dead letter; the Judges had not gone on circuit, and jurors in the interior were not easily to be got together. It seemed to His Honor that the time had come for making European British subjects amenable to the ordinary courts for most purposes. Those courts were now fully competent to try such cases. His Honor did not for a moment assert that crime was common among English settlers in the interior; the contrary was, he believed, the case. But as the law stood, there was a temptation held out to the ill-disposed to bear themselves as a superior and arrogant caste, while the difficulty and expense of sending witnesses and defendants to Calcutta for trial amounted practically to a denial of justice in many cases.

In illustration of the above remarks, the Lieutenant-Governor pointed to the case of the tea districts, where large numbers of Europeans are settled on the very frontier of British India, and where they come into contact with wild hill tribes. Whenever any case occurs in which a European British subject is accused of a considerable offence against any of these frontier people, he can only be tried by sending him to Calcutta and summoning to appear in our courts there the naked savages of that distant and inaccessible region. On the other hand, if such cases are not tried, every settler has it in his power by any indiscreet act to involve the British in a war, the end and expense of which no man can foresee.

The Lieutenant-Governor pointed out that there was also difficulty in regard to the relations between Europeans and natives within our own districts. In Assam, for instance, in addition to such frontier difficulties as those referred to above, there was a large population of immigrant coolies, bound to the soil by most stringent penal laws, and whom we were therefore specially bound to protect.

This proposal was referred to the Indian Legislative Council, by whom it was incorporated into the new Code of Procedure.

The opportunity afforded by the revision of the Code of Criminal Procedure was also taken by the Lieutenant-Governor to urge on the Government of India the necessity of moving the Legislature to settle on modern principles the criminal procedure of the Presidency towns, by applying therein the new code, with such modifications and special provisions as their peculiar circumstances and history might render desirable. His Honor pointed out that in criminal matters the practical inconvenience of the existing state of things was really great. In the Presidency towns there was no written law of procedure; the criminal procedure was still a mystery of the initiated, *i.e.*, the lawyers; and though in the superior courts that might be no great inconvenience, it was very embarrassing that the procedure under which inferior courts, such as those of the Police Magistrates, acted, should be a sealed book to the administration, which could know nothing of it without consulting lawyers. There was besides a singular want of any machinery for supervising these inferior courts, which were in no way supervised by the High Court or any one else. The procedure itself was not only English, but it was an antiquated English proce-

Proposal to settle on modern principles the criminal procedure of the Presidency towns.

ture. It did not, for instance, seem to recognize the existence of the modern form of police. From a recent reference to the Advocate-General it appeared that though a modern English statute gave a power of remanding prisoners back to the police for inquiry, no such provision existed in Calcutta, the old procedure there being unamended and unreformed. The report of a recent case also seemed to show that the Magistrate was wholly in doubt whether he could apply a fine to compensate an injured party.

Again, although there might not be much practical inconvenience in respect of local trials in the superior courts, which were conducted by qualified lawyers, yet in respect of the exercise of the powers of the High Court to transfer cases from the interior for trial in Calcutta, the law was in a state of the most extreme uncertainty. A case had recently occurred in which, if the Judges had acceded to an application for transfer, no one could have said under what procedure the case would have been conducted.

As respects many trials in the original jurisdiction, there was this extreme inconvenience, that when cases were committed by Magistrates in the interior, they were obliged to act under a procedure quite different from their own, and with which they were necessarily little acquainted. The consequence was they made constant petty mistakes; constant objection was taken to the form of their proceedings, and not unfrequent scandal and failure of justice resulted.

The Lieutenant-Governor apprehended that the only subject in regard to which a change would involve very serious considerations would be the trial by jury; but this might easily be provided for by a special clause, if it were deemed proper to do so. The English system of unanimity of juries had been called in question by many great authorities, and it was worked under special difficulty in a country inhabited by divers races; yet the Lieutenant-Governor was not inclined to speak at all unfavourably of Calcutta juries. Indeed, it seemed to him wonderful that under all the circumstances they did so well as they did. He believed that in the great majority of cases they gave very good justice; and although during his service in India he had noticed many instances of great failure of justice, he did not remember any, or at least many, cases in which it had been felt that the failure rested solely, or in an inexcusable degree, with the jury. Yet it was certain that owing to the difference of procedure and consequent mistakes or misconceptions, the incompatibility as it were between the Magistrates and witnesses of the interior and the practice of the Calcutta courts, the mode of prosecution, occasional excusable indulgence of juries, and other causes, there had been many failures of justice in cases sent in from the interior, some of which might be called scandalous failures. The Lieutenant-Governor had recommended that a greater power should be given to Magistrates and Judges in the interior, but there would still probably be a good many cases which it would be deemed desirable to try in the original jurisdiction of the High Court, and the ends of justice would be much furthered if the procedure were rendered compatible, if not identical.

Even as regards Calcutta cases, the Lieutenant-Governor had the best reason for believing that some of the Judges of the greatest

experience in the matter found the existing practice in regard to the whole process before trial—that is to say, the inquiry, commitment, and prosecution—eminently unsatisfactory. The system, or want of system, seemed to be a mixture of an old English procedure with certain local arrangements in respect to public prosecutions, &c., which did not fit well into it. The machinery too by which the Government business was conducted was one which had never been adapted to the changed conditions under which the Governor-General in Council of former days had given place to two distinct Governments—the Government of India, not at all local, and the Government of Bengal. There was still but one set of law officers for the two. It was probable that if a modern and codified procedure were laid down by the Legislature, the Government might take the opportunity to revise the whole of the establishments connected with the local administration of justice in Calcutta, and the administration of criminal justice might be rendered much more sure and satisfactory.

This proposal also was referred to the Indian Legislative Council, and dealt with by the Committee which was sitting upon the Criminal Procedure Bill. After consulting the Judges of the High Court, whose opinions were favourable, the Committee expressed their approval of the proposal; but owing to the intricacies of the questions involved, it was not found possible to include the necessary provisions in the bill then before the Council and about to be passed. Acting, however, on the resolution of the Committee the Legal Member of the Governor-General's Council obtained leave to introduce a separate bill to carry the proposal into effect, and that is still before the Council.

In March 1870 the Statute 33 and 34 Vic., cap. 3, was passed in Parliament, by which provision was made to enable the local Governments to make regulations for the peace and good government of certain territories to which the Act might be applied by the Secretary of State, and submit them to the Governor-General in Council, by whom they may be passed at meetings other than at meetings for the purpose of making laws and regulations held under the provision of the Indian Councils' Act.

The first use to which this Act was put in Bengal was to apply it to the territory known as the Sonthal Pergunnahs, for the government of which a draft Regulation was, in accordance with section I of the Act, submitted to the Government of India, and received the sanction of the Governor-General in Council.

This Regulation came into force on the 1st May 1872, and extends to the whole of the Sonthal Pergunnahs, as described in the schedule attached to Act X of 1857 and in the notification of the Governor-General in Council No. 478, dated 12th March 1872. In a schedule annexed to it are contained the Regulations and Acts which are to be deemed in force in this tract, and power is taken to enable the local Government to make applicable to it or not, as it may deem fit, other Acts and Regulations. Further, the Lieutenant-Governor is empowered to invest any competent officer in the Sonthal Pergunnahs with the powers of any civil court established under Act VI of 1871, and may

exclude all or any portion of the Pergunnahs from the jurisdiction of other courts established under the above Act.

Until a settlement has been made of the Pergunnahs, courts established under Act VI of 1871 are by section 6 of the Regulation prohibited to entertain any suits regarding land or rights or offices connected with land; such suits are to be heard by officers appointed under section 2, Act XXXVII of 1855, or by settlement officers as may hereafter be directed. A proviso to this section, however, allows an officer empowered to try such suits to grant under certain circumstances his certificate, in which case the suit may be heard by a court established under Act VI of 1871; but the decision can be carried into effect only by the officer by whom the certificate was made.

The Regulation in section 7 deals as follows with usury. It enacts that no court having jurisdiction in the Pergunnahs shall decree interest for a period exceeding one year at a higher rate than 2 per cent. per mensem, nor compound interest for any intermediate adjustment of accounts. The total interest decreed on any loan or debt may never exceed one-fourth of the principal sum, if the period be not more than one year, and in no other case may it exceed the principal of the original debt or loan.

Agreements regarding rent between cultivators and their landlords are not liable to any stamp, and the Court Fees' Act is declared not applicable to any suit before an officer making a settlement, or before any officer appointed under Act XXXVII of 1855, and regarding any matter which he is authorized to adjudicate in anticipation of settlement under section 26 of the Regulation.

The Lieutenant-Governor may provide for a settlement of the whole or any part of the pergunnahs, may appoint the officers to carry it out, and frame rules for their guidance. These settlement officers have power to inquire into all landed rights, and more especially into those of the zemindars, the tenants and ryots, and the manjhees or headmen; and having inquired into their various claims, they are empowered to record them. Rights, however, which the claimant to them has not possessed subsequently to the 1st January 1859, are barred from inquiry.

In demarcating waste land the settlement officer may exclude from any village any large area of waste or forest beyond the reasonable requirements of the village; but no block of waste land shall be excluded if one-third of the total area of the village is cultivated, or is fallow in due course of agricultural rotation.

Sections 17 and 18 lay down special rules for the guidance of settlement officers in coming to a decision upon the status and rights of the manjhees or headmen and of the ryots or cultivators. As regards manjhees, the first rule renders any manjhee who has lost his headship subsequent to the 31st December 1858 eligible for reinstatement; the second rule provides that the mere fact of a man having been described as a *mustagir* or farmer shall not conclusively bar his claim to be recorded as headman. Finally, the settlement officer has power under certain circumstances both to enhance and to abate the rent payable by a manjhee, and in determining the rent he is to take into consideration the rates payable in other villages, the number of

ploughs at work, &c. As to ryots and cultivators, any ryot who either personally or by inheritance has held fields in a village for twelve years, shall be deemed to have a right of occupancy. Any ryot who has lost possession of lands in which he had rights of occupancy since the 31st December 1858, may put forward his claim before the settlement officer for reinstatement. If a ryot exchanges his field for others, his occupancy right in the latter will accrue in the same manner as if no change had taken place.

Peculiar customs under which the share of the rent of a village payable by each ryot is determined must be recorded. When the ryots pay direct, the settlement officer must record their rents, if they are fair and equitable, otherwise he may inquire into and resettle them, on consideration of the area cultivated by each ryot, the number of ploughs he owns, &c. Rents when once adjusted shall remain unchanged for not less than seven years, and thenceforward until a fresh settlement be made. Special regard is to be paid to the question.

The record of rights when made is to be published, and any person objecting is entitled to a hearing and written decision of his objection. After the expiry of a year the record shall be conclusive evidence of the rights and customs recorded in it, nor shall it be re-opened, save as provided by the customs of the village, without the previous sanction of the Lieutenant-Governor.

The Lieutenant-Governor has directed, under the provisions of sections 3 and 26 of the Regulation, that until further orders the officers of the Sonthal Pergunnahs appointed under section 2 of Act XXXVII of 1855, shall entertain and adjudicate suits regarding land, or interests in land, &c., under section 5, and suits for rent, &c., under section 26, and shall have power to pass provisional orders in anticipation of settlement under the provision contained in the latter part of section 26. They will in respect of those cases exercise the powers now vested in them in regard to suits of any other description. The Deputy Commissioner has been invested with powers to hear and try cases, whatever the value of the rights in dispute, and the Commissioner with powers to hear appeals from his decisions.

BENGAL LEGISLATIVE COUNCIL.

The report of proceedings during the session 1870-71 of the Council of the Lieutenant-Governor of Bengal for making Laws and Regulations, was brought down in last year's report to the conclusion of the official year terminating 31st March 1871. The Council continued to sit until the 19th July 1871, and during the period which elapsed between the close of the official year and the adjournment of the Council, the following Acts were passed.

Act IV of 1871, called the Pooree Lodging-house Act, 1871, made

Act IV of 1871.—An Act for the better sanitation of Pooree and other towns in Orissa, and regulation of lodging-houses therein. (Received the assent of the Lieutenant-Governor on 20th March 1871, and of the Governor-General on the 28th idem.)

provision for the licensing and regulation of pilgrims' lodging-houses at Pooree, and on the main lines of road leading thereto, and for the better sanitation of Pooree and other towns in Orissa. It empowered the Lieut-

enant-Governor to appoint a Health Officer for Pooree, and empowered

the Magistrate to grant house-owners licenses for the reception of lodgers into their houses, subject to inspection, and to penalties for breach of rules. It provided also certain conservancy regulations, and empowered the Magistrate, with the assent of the Health Officer and Civil Surgeon, and the sanction of the Lieutenant-Governor, to make bye-laws relating to conservancy and the regulation of pilgrims. The Lieutenant-Governor may extend the Act, or part of it, to Bhoobanessur and Jajipore, or to any of the towns or villages in Orissa used as pilgrims' stages, or on the line of roads habitually traversed by pilgrims. As many as 497 lodging-houses have been licensed under the Act, and improvements in the way of their ventilation have been impressed on the notice of the owners. Attention has been paid to conservancy, and a general plan of drainage is being considered. As far as is yet known, the Act has worked successfully, and has met with no opposition.

Act V of 1871, called the Hooghly and Burdwan Drainage Act,

Act V of 1871.—An Act to facilitate drainage in certain districts of Bengal. (Received the assent of the Lieutenant-Governor on the 20th March 1871, and of the Governor-General on the 10th May 1871.)

provides for the better drainage and improvement of certain lands in the districts of Hooghly and Burdwan. A scheme for that purpose, with plans and estimates, had been laid before the Lieutenant-Governor, and the Act empowered him to appoint Commissioners to consider the scheme and to alter and modify the same and submit it for the approval and, if necessary, the alteration of the Lieutenant-Governor. The sums advanced to carry out the scheme must be repaid by the proprietors of the lands improved, with interest at 5 per cent. per annum. They will be apportioned amongst such proprietors by Commissioners with reference to the quantity of land in the possession of each which will be directly benefited by such improvements and the benefit derived by such land. The sums so apportioned are recoverable from the proprietors under the provisions of Act VII (B.C.) of 1868. The proprietors, on the other hand, are entitled to recover from their subordinate tenants sums proportioned to the area of the lands of their tenants benefited by the works. This Act may be said to be an experimental one. If it succeeds, the same principle may be applied to other parts of the country and other marshes. In this case the proprietors have consented to accept the scheme, and it is hoped that it will work. The powers of the Commissioners cease after the apportionment of the charges.

Act VI of 1871 was passed to modify and amend the constitution

Act VI of 1871.—An Act to amend Act VI of 1863, passed by the Lieutenant-Governor of Bengal in Council. (Received the assent of the Lieutenant-Governor on the 1st April 1871, and of the Governor-General on the 10th May 1871.)

of the corporation of the Justices of the Peace for the town of Calcutta. Under Act VI of 1863 the corporation of Justices was composed of two classes,—the first consisted of Justices of the Peace for the whole of the provinces who happened to be at the time residents in Calcutta, and the other consisted of Justices of the Peace for the town of Calcutta, who were specially appointed with reference to their fitness for taking a share in the municipal affairs of the town. A good deal of misunderstanding had arisen from the double set of Justices, and it

had exposed the Chairman to the charge of having a body of men at his disposal who did not take much interest in the town, but who, in cases of emergency, could be called together and whipped up for a particular object. It was obviously very desirable to get rid of any semblance of a suspicion of this kind, and hence the passing of Act VI of 1871.

It provided that all Justices of the Peace for the town of Calcutta, and such other Justices of the Peace for Bengal, Behar, and Orissa resident in Calcutta, as should be nominated by the Lieutenant-Governor, shall, by the name of "the Justices of the Peace for the town of Calcutta," be a body corporate, and have perpetual succession and a common seal, and by such name shall sue and be sued.

Act VII of 1871 was passed to amend the Calcutta Port Improvement Act, 1870. It increased the number of Commissioners from 9 to 12.

Act VII of 1871.—An Act to amend the Calcutta Port Improvement Act, 1870. (Received the assent of the Lieutenant-Governor on the 19th April 1871, and of the Governor-General on the 10th May 1871.)

It empowered the Commissioners to confine wharves either to the landing or shipping of goods, and to require a vessel to remove from a wharf within thirty-six hours after the service of a notice to that effect upon the master, owner, or agent of the vessel. The Commissioners appointed under this Act and Act V of 1870 have as a corporate body been in existence eighteen months. They have laid out large sums on the jetties and their appliances which are necessary for the accommodation of the large steamer traffic which now uses the port of Calcutta. The conveniences they have extended to the import trade have been very great indeed, and they are now enlarging their jetty frontage so as to provide in the same way for the export. Since the settlement of the question of the management of that part of the Strand Bank whereto inland vessels resort, the Commissioners have formed plans for providing accommodation for the inland river trade. As regards the conservatorship of the port, their administration has been successful. Their income has increased, while their expenditure has diminished; and two lakhs of rupees out of the cash balance of this department have been invested as a "reserve fund." Altogether there can be no doubt that the scheme under which the Port Commissioners were appointed has been a complete success.

Act VIII of 1871, called *the Calcutta Markets' Act, 1871*, was

Act VIII of 1871.—An Act for the better regulation of markets in Calcutta, and to empower the Justices to establish municipal markets. (Received the assent of the Lieutenant-Governor on the 4th May 1871, and of the Governor-General on the 19th idem.)

passed to enable the Justices of the Peace for the town of Calcutta to establish municipal markets for the sale of meat, fish, fruit, and vegetables, and better to supervise and regulate all the markets of Calcutta. The Justices may grant licenses for the use of any place as a market whenever its fitness for that purpose is certified by the Health Officer. Provisions are made for registration of markets; penalties are provided for using unauthorized places and omitting to register. Bye-laws may be made to regulate prices and to prescribe the mode of sale, and persons disobeying such bye-laws can be expelled from the markets. The Justices are empowered to issue debentures in order to acquire land and construct markets. The Lieutenant-Governor sanctioned this Act

because it had been demanded by the deliberate determination of the municipal body, who were the best judges of the probability of the markets being pecuniarily and otherwise successful. If they were so, there could be no doubt but that they would be a very great benefit.

Act IX of 1871, called the Howrah Bridge Act, 1871, was passed

Act IX of 1871.—An Act for the construction of a bridge across the River Hooghly between Howrah and Calcutta. (Received the assent of the Lieutenant-Governor on the 3rd June 1871, and of the Governor-General on the 17th idem.)

to empower the Lieutenant-Governor to cause a bridge to be constructed across the river Hooghly between Calcutta and Howrah at such place at or near Armenian Ghaut as he may select, and also to construct and maintain such ways and approaches to such bridge as he shall deem necessary. He must form a scale of tolls, fees, and charges, not exceeding the rates mentioned in the schedule to the Act. He may also levy, from the date of the opening of the said bridge for traffic, fees at the rate mentioned in the Act on goods and passengers conveyed on the railway into and from the station at Howrah. He may collect tolls through the East Indian Railway Company after agreement made to that effect. He may also advance money with the sanction of the Governor-General in Council out of the public funds for the construction of the bridge and approaches. He may appoint the Port Commissioners to carry out the purposes of the Act, and thereupon the powers and duties of the Lieutenant-Governor conferred or imposed by the Act will belong to the Commissioners. The property in the bridge and the tolls is vested in the Commissioners, subject to the lien of the Secretary of State in respect of advances out of the public funds, provision for the repayment of which is duly made by the Act. This Act was passed after very full discussion, and the question of the construction of the bridge was, it is believed, referred to the Secretary of State by the Government of India, but this Government has received no intimation of the result.

Act X of 1871, called the District Road Cess Act, 1871, was passed

Act X of 1871.—An Act to provide for local rating, for the construction and maintenance of roads and other means of communication. (Received the assent of the Lieutenant-Governor on the 19th July 1871, and of the Governor-General on the 12th August 1871.)

to provide local rating for the construction and maintenance of roads and other means of communication within the Lower Provinces of Bengal. It cannot extend to the town of Calcutta or to any place governed by the District Municipal Improvement Act, or the District Towns' Act, 1868. With those exceptions, the Lieutenant-Governor may extend it to any district or districts within the territories subject to his government.

In any district where the Act is in force, all immovable property is liable to the payment of a district road cess in order to construct and maintain roads, &c., within the district. To enforce this payment the Act provides for the valuation of all lands therein. Returns must be made by the holders of all estates and tenures superior to cultivating ryots, who are defined to be persons cultivating land and paying rent therefor not exceeding Rs. 100 per annum, and also by owners of plantations acquired from or under the authority of Govern-

ment. The cess for lands is not to exceed a half anna in the rupee of the annual value thereof. The holder of an estate must pay yearly the entire amount of the cess for the lands comprised in his estate, less the deduction calculated at half of the rate of the cess for every rupee of the revenue payable for the estate.

The holder of a tenure must pay yearly to his superior landlord the cess on the land comprised in his tenure, less the deduction to be calculated at one-half of the rate of the cess for every rupee of the rent paid by him for the tenure. The cultivating ryot must pay to his landlord one-half of the cess calculated upon the annual value of his land. The Act provides the times of payment and the modes of recovery from the person liable to pay. Houses also are liable to the cess according to the rates mentioned in a schedule annexed to the Act. The cess is payable by the occupier, who may deduct one-half of the sum from his rent. Mines, quarries, tramways, railways, and other immovable property not specially provided for, must pay road cess at a rate not exceeding a half anna on every rupee of the annual net profit thereof. District committees are constituted under the Act, members thereof being either appointed or elected. Provisions are made to regulate their mode of transacting business and to define their functions, which include the preparation of a statement of the roads, &c., to be brought within the operation of the Act, and also the preparation of an estimate of the income and expenditure for the year, together with specifications and estimates of the works to be performed during the year. The district committees also determine the rates of cess which are required for each year. Branch committees are also to be formed for divisions of the district by appointment and by election. They are in all respects subordinate to the district committee of the district. The fund raised by the cesses must be applied in paying (1) the necessary expenses for carrying out the provisions of the Act; (2) in the payment of the staff and establishment; (3) in the construction, repair, improvement, and maintenance of roads and other means of communication. At the close of the year the Act was in operation in seventeen districts, and measures for valuation are now in progress.

Act XI of 1871 enables the Lieutenant-Governor to take a

Act XI of 1871.—An Act to enable the Lieutenant-Governor to take a census of Bengal. (Received the assent of the Lieutenant-Governor on the 19th July 1871, and of the Governor-General on the 22nd August 1871.)

census of the Lower Provinces of Bengal. An officer must be appointed to superintend the taking of the census, and to prepare the necessary forms and instructions. The chief executive officer of each district must appoint enumerators to fill up the forms prescribed, and provision was made for ensuring the assistance and co-operation of the landowners. In Calcutta or in any municipality the census may be taken by the Justices or the Municipal Commissioners or Committee. The census has been very successfully taken, and the provisions of the Act well answered their purpose.

The Council reassembled on 9th December 1871. Up to the close of the official year 1871-72, the following Acts were passed.

Money was required by the Justices to enable them to extend the

Act I of 1872.—An Act to extend the borrowing powers of the Justices of the Peace for the Town of Calcutta, and to provide for the repayment of municipal debt. (Received the assent of the Lieutenant-Governor on the 1st February 1872, and of the Governor-General on the 7th March 1872.)

drainage works, which had so far been so successful, and to make other improvements, and hence Act I of 1872 was passed to extend their borrowing powers, and to provide at the same time for the repayment of the municipal debt. The limit of their borrowing powers had been previously 55 lakhs of rupees; the Act extended that limit to 85 lakhs of rupees. It also provided that a sum of not less than two per cent. on the total sum borrowed from the public should be set aside yearly to form a reserved fund, which should be appropriated to pay off the municipal debt. The trustees of the reserved fund are directed to publish their accounts in the *Calcutta Gazette*.

Act II of 1872, called the Jute Warehouse and Fire-Brigade Act,

1872, extends to Calcutta and the suburbs, and may be extended by the Lieutenant-Governor to Howrah. It provides for the registering and licensing of jute warehouses, and for the organization and maintenance of a fire-brigade. It repeals the last four sections of Act VI of 1866 from July 31, 1872, and it provides that jute warehouses existing at that date should not be used until licensed. Rules are prescribed with regard to the construction and use of jute warehouses, and inspectors are appointed to see that such rules are complied with, and penalties are enacted for their infringement. The warehouses subject to the Act are those in which jute or cotton are stored, or any other fibre or commodity recommended by the Justices and declared by the Lieutenant-Governor to be subject to similar restrictions. The Justices are directed to organize and maintain an efficient fire-brigade for the town and suburbs of Calcutta. All existing public fire-engines, &c., except those belonging to the Military Department or to the Port Commissioners, are directed to be transferred to the fire-brigade established under the Act. The Justices can appoint and remove members or officers of the fire-brigade, and must furnish them with all such fire-engines, horses, tools, &c., as may be necessary for their complete equipment. They may frame bye-laws for the government of the brigade, whose powers in case of fire are duly defined. It is directed that inquiries should be instituted by the chief officer of the fire-brigade as to the origin and cause of any fire, and reports thereon should be made to the Magistrate. A separate chapter provides for licenses for using, selling, or manufacturing inflammable articles, and penalties for the evasion of its provisions. Insurance companies are directed to contribute to the expenses of the fire-brigade half a rupee for every 10,000 rupees of the gross amount insured by them. Such contributions, together with fees and penalties levied under the Act, must be supplemented, if necessary, in the following proportions, viz. by the Justices seven-tenths, by the Commissioners of the Suburbs three-tenths. This Act was rendered necessary by the frightful danger

Act II of 1872.—An Act to amend the law for the registration of jute warehouses, and to provide for the establishment of an efficient fire-brigade. (Received the assent of the Lieutenant-Governor on the 13th February 1872, and of the Governor-General on the 12th March 1872.)

resulting from the storing of such inflammable matter in a crowded city, and the destructive fires which had occurred. The Act has been put in operation. The proprietors of warehouses have been very slow to adapt their stores to the Act, but the jute trade happens to be dull, and it is hoped that adequate provision will be made by the time it is required.

Act III of 1872.—An Act to amend the Calcutta Port Improvement Act, being Act V of 1870, passed by the Lieutenant-Governor of Bengal in Council, and to amend Act XXII of 1865. (Received the assent of the Lieutenant-Governor on the 16th March 1872, and of the Governor-General on the 6th June 1872.)

Act III of 1872 was passed during the session of 1871-72; but as it did not receive the assent of the Governor-General until 6th June 1872, it will be more conveniently mentioned in the order in which it will appear in the statute book.

In addition to the bills which were passed in the session of 1871-72, the following measures were introduced, or pending, which did not become law:—

A bill to provide for embankments and drainage, which was introduced in December 1870, was in August 1871 reported upon by the Select Committee to which it was referred. But since the presentation of the committee's report a considerable mass of papers having been received upon the subject of the bill, the bill was on 9th March 1872 again referred to a Select Committee, whose sittings had not terminated at the close of the official year.

A bill to amend and consolidate the law relating to municipalities was introduced on the 9th December 1871. It has since passed the Council, and has been referred for the assent of the Viceroy.

A bill to provide for the due appropriation of certain educational and charitable endowments was introduced on 2nd March 1872, and was referred to a Select Committee.

POLICE.

Strength and cost of the police force in the Lieutenant-Governorship of Bengal.

THE strength and cost of the police force in Bengal during the year under review was as follows:—

Strength.			Cost.			
			Rs.	A. P.	Rs.	A. P.
Ordinary district police	...	22,346	44,50,619	3 5		
Municipal police	...	6,625	5,34,459	0 0		
Calcutta and Suburban police	...	2,526	6,19,402	0 0		
River police, Government guards, Fort police, &c., (also under the orders of the Commissioner of Police, Calcutta)	}	786	1,15,045	0 0	7,34,447	0 0
Railway police		630	1,21,068	0 0		
Total	...	32,913	58,40,593	3 5		

ORDINARY DISTRICT POLICE.

During the past year no very material change took place in the strength of the ordinary district police force in Bengal, except that there was an increase of 234 men in the Chittagong police force, and 160 men were also sanctioned for semi-military duties in Sylhet and Cachar.

The strength of the ordinary district police was 22,346, composed as follows:—

1 Inspector-General.	60 Mounted constables,
2 Deputy Inspectors-General.	<i>Chittagong Frontier Police.</i>
53 District Superintendents.	6 Subadars.
38 Assistant ditto.	6 Jemadars.
234 Inspectors.	36 Havildars.
772 Sub-inspectors.	36 Naicks.
2,641 Head constables.	13 Buglers.
17,887 Constables.	558 Privates.
3 European constables.	

The strength and cost of the municipal police on the 1st January 1872 was as follows:—

Municipal police. 6 inspectors, 10 sub-inspectors, 328 head constables, 6,278 constables, and 3 European constables; total, 6,625 men, at a cost of Rs. 5,34,459.

During the past year Act VI (B.C.) of 1870, or the Village Chowkidari Act, was introduced experimentally into some selected villages in the districts of Rajshahye, Patna, Beerbhoom, Bhaugulpore, Chittagong, and Dacca. The working of the Act was reported to be successful in Rajshahye; from other districts the reports were not so favourable.

From inquiries in connection with reports received from various parts of the country, and from the description of the way in which the census was taken in various districts, the Lieutenant-Governor has been led to think that the indigenous chowkidari element is by no means so wanting in these provinces as has been sometimes supposed, and he has great hope that under the new Municipal Bill it may be improved and developed without much violent or sweeping change. The whole subject is one which much requires attention. Meantime Magistrates will be required to use their influence to get the arrears of pay due to chowkidars liquidated wherever these exist. The new Criminal Procedure Code will make the duties of zemindars with reference to crime more clear and precise.

The question of cantonment police for Barrackpore and Dum-Dum is still in an unsettled state, the military authorities not having consented to the necessary local taxation. In Dinapore the force is of sufficient strength, and is well reported of. In Hazareebaugh the force numbers five men, and their duties extend over an area of one square mile.

The cost of boat establishment of the districts noted in the margin has in no way changed since last year. But the whole question of patrol boats is again under consideration. The Lieutenant-Governor considers it one of pressing importance, and is inclined to think that most of the patrol boats might be with advantage allotted to local thannahs, as several officers recommend. But for the chief rivers a much more effective special patrol is required. He is disposed to favour a proposal for employing steam launches for this purpose, and has already ordered two in the Public Works Department, which will, it is hoped, be ready by Christmas, and one of which can probably be attached to Backergunge for police duty by way of experiment.

In addition to general police duties, a large portion of the police are employed in guarding jails and treasuries.

The statement below shows the force employed on general police duties in Bengal exclusive of Assam:—

Effective strength in districts ...	...	216	Sub-Inspectors.	Head Constables.	Head Constables.	European Constables.	Mounted Constables.
			718	2,053	13,021	5	60

There were altogether 95 fairs and religious assemblies held during the year, at which, in addition to the police of the locality, 1,373 extra men, detached from the regular force, were employed. The people on these occasions generally give but little trouble, but at the car festival of Serampore serious accidents involving loss of life have again occurred this year, owing to the impossibility of controlling properly the unwieldy machine on which the image is conveyed.

Lieutenant-Governor has been led by these repeated accidents to think that some decided measures are necessary for preventing such sacrifice of life and limb. The matter is under consideration.

During the year 6 head constables and 61 constables, at a cost of Rs. 4,707-10-9, were employed as

Punitive police.

punitive police, under section 15 of Act V of 1861, in the several districts of Chumparun, Tipperah, Balasore, Backergunge, and Midnapore. Five posts were established in the first named district for the suppression of cattle theft along the Nepal frontier, and in the other instances special police were quartered to prevent disturbances between rival zemindars and their ryots.

The following statement shows the number of men employed as jail, treasury, and opium guards, also exclusive of men so employed in Assam :—

	Sub-Inspectors.	Head Constables.	Constables.
Jail guards ...	4	180	1,913
Treasury guards ...	0	170	885
Opium guards ...	1	14	140
Total ...	5	364	2,938

Besides the treasury and opium guards, the Revenue Department gives employment to a force for salt preventive duty. In Pooree changes were effected at the close of the year in the location of this force. By these means it was hoped that a stricter watch could be kept on the Madras frontier, and the smuggling of salt through the range of hills which divides Banpore from Ganjam be more effectually prevented. No additional expense, however, save the cost of construction of out-posts in the new sites selected, was entailed upon Government by these arrangements.

In Midnapore a special force consisting of 5 head constables, 20 constables, and 3 patrol boats, was organized by the District Superintendent at the beginning of the year for the prevention and detection of illicit manufacture and contraband dealing in salt in the sub-districts of Contai and Tumlook.

Frontier police.

The frontier police was composed and distributed as follows :—

	Subadars.	Jemadars.	Havildars.	Naiks.	Buglers.	Privates.
Chittagong Hill Tracts ...	6	6	36	36	13	558
	Sub-Inspectors.	Sub-Inspectors.	Head Constables.	Constables.		
Goalpara ...	0	0	6	36		
Garo Hills ...	2	2	8	150		
Cachar ...	0	3	27	236		
Sylhet ...	1	2	14	180		
Tipperah ...	1	3	5	69		
Total ...	10	16	36	96	13	1,229

The additional force sanctioned for the Chittagong Frontier Police was organized at Sylhet under the personal supervision of Mr. E. B. Baker, Deputy Inspector-General of Police, who was specially deputed to that district for the purpose. This party was ready in time to take part in the police operations in connection with the Lushai expeditionary force.

The frontier police were armed with kookries or hill hatchets and artillery carbines. Of the regular police
Arms and accoutrements. 8,301 men were armed with firearms, 1,617 with swords and batons, and 14,000 with batons only.

The drill of the force is said to be unsatisfactory. The original intention was that all the men should go through a certain amount of training, sufficient to give them confidence in themselves, to teach them habits of regularity, and to enable them without difficulty to put down any internal disturbances that might occur. The Inspector-General considers Bengalis are better adapted for detecting crime, but are almost useless as guards, and he recommends the employment of men from Behar. The Lieutenant-Governor has now before him the question of the ratio in which foreigners should be employed in the police of any district, but he is disposed to think that the men of Eastern Bengal at any rate would make sufficiently good guards.

Upwards of half a million of processes and orders of different kinds have been served by the police, which is an increase of more than 100,000 over last year. Proposals to lighten the labour of the police in this respect, as regards non-cognizable cases, are under consideration, a change having been made in the law.

Castes and races. The various castes and races are represented in the following proportion:—

1·1	per cent.	are Christians.
67·5	„	Hindus.
26·9	„	Mahomedans.
4·3	„	Sikhs and Goorkhas.

There was also a Burmese in the force.

The standard of education is not satisfactory, for only 246 inspectors, 753 sub-inspectors, 2,326 head constables, and 4,636 constables—
Education. a little more than one-third of the whole force—can read and write. As so large a percentage of the force being illiterate cannot but impair its efficiency, the subject requires the attention of Government.

Casualties, that is, vacancies by death, resignation, dismissal, &c., amount for the year to 12·3 per cent. on the total strength, and by far the greater number occurred in Bengal. They may be tabulated under the following heads:—

	Strength.	Pensioned.	Discharged on gratuity.	Resigned.	Dismissed.	Discharged.	Deserted.	Died.	Total.	Per cent.
Behar	4,748	2	5	159	125	79	6	63	439	9·2
Bengal	13,001	19	61	648	586	337	70	290	2,011	15·4
Orissa	1,788	1	2	25	47	19	9	19	122	7·0
Chota Nagpore	1,545	1	1	38	30	10	1	20	101	6·5
Assam	1,600	2	7	92	82	68	...	33	284	17·7
Railway Police	530	...	...	11	7	11	...	2	31	5·8
Total	23,212	25	76	973	877	524	86	427	2,988	12·8

Sickness and the facility with which other employment is procured, are assigned as the chief causes for resignations and discharges. The total deaths were 19 per thousand on the whole, but in the Garo Hills they reach the very high figure of 10 per cent., or nearly double the highest rate in any other district. In the Chittagong Hills, which are at least as unhealthy, the mortality is small comparatively (3·6 per cent.), though the sick rate is high.

A total of 4,228 men of all ranks, or 18·2 per cent. of the force, were fined, degraded, or suspended, and 1·4 per cent. of the force were judicially punished under Act V of 1861, and 2·1 per cent. under the Penal Code.

Inquiries were made into four cases of torture and violence towards prisoners, and in one, the most serious, which occurred at Chumparun, an inspector and two constables were convicted of murder by the Sessions Judge. The sentence of death passed on them was commuted by the High Court to transportation for life. The prisoners tortured were proved on trial to be real dacoits, whose guilt was clear, and the torture was inflicted to force discovery of the property. In the other three cases the police were acquitted. On the other hand, money rewards were given in 436 cases, and 350 men were promoted for good conduct. In Dinagapore an inspector received Rs. 200 for his creditable action in a dacoity case. The general conduct of the force was satisfactory.

On the 1st April 1871 the police serving in Assam were, under the provisions of Act VII of 1869, placed directly under the orders of

the Commissioner of the province, who was invested with the powers of the Inspector-General.

The Commissioner of Assam recommended the abolition of the District Superintendent of Police, Khasi Hills, on the ground that the police work in that district was light. He also suggested the reduction of the special rates of pay drawn by inspectors and constables, on the ground that when this scale of pay was originally fixed the price of labour in Assam was abnormally high, but that now the labour market has reverted to a more healthy state the police has become more popular, and recruits are readily obtainable: the measure involved a saving of Rs. 30,000.

These proposals were sanctioned, and the control of the police of the Khasi Hills was transferred to the Deputy Commissioner, as is the case in the other hill tracts.

In issuing a set of rules regulating police procedure in criminal cases, Government took the opportunity of pointing out to the police the position in which they stood with reference to the Magistrate of the district, whose hands in fact they were. They were the proper agency for him to use for all purposes connected with the peace, order, and conservancy of the district, the regulation of public assemblies, and other matters of district management, such for instance as looking after the state of the roads. In all duties in which he required it, the Magistrate was to receive from the police active and loyal assistance, while he would on the other hand be responsible that the police were not improperly employed. Further, looking at the intimate relations existing between the Magistrate and the police, it was ordered that he should be consulted in regard to their appointments and promotions, and a set of rules regulating the procedure in these matters was drawn up and promulgated. Subsequently also District Superintendents of Police were prohibited from corresponding direct with the Inspector-General of Police or his deputies; all matters, except accounts and returns, were ordered to be sent through the Magistrate of the district, except when that officer during his absence had given orders to forward any particular case, and then an endorsement should be made: "Forwarded in the absence of the Magistrate under direction from that officer." The present position, therefore, of the district police is now one of thorough subordination to the Magistrate of the district.

CALCUTTA AND SUBURBAN POLICE.

The following statement exhibits the strength of the police of the town and suburbs of Calcutta and also of the river police, Government guards, Fort guards, &c., which are also under the orders of the Commissioner of Police, for the calendar year 1871:—

- 4 Superintendents.
- 57 Inspectors.
- 52 European sergeants and constables.
- 250 Native officers.
- 3,071 Native constables.

The cost of the above force was Rs. 7,34,477, of which Government paid Rs. 2,04,050 on account of the Calcutta and Suburban Police, the rest being borne by the respective municipalities.

Of the river police one-fourth of the cost is borne by Government and the remainder by the Port Commissioners, the Government making over to them the fees received from the licensing of cargo boats. The Government guards, Fort guards, and preventive police, are paid wholly by Government.

The health of the police force during the year has been particularly good. The hospital returns show the average daily number of sick to have been 104. The deaths in the year were 1.33 per cent. of the average strength.

The conduct of the native officers of the force appears to have been superior to that of the European sergeants and constables. Among 250 native officers there were only 23 cases of punishment, and of these only 2 were dismissed and none resigned; while of 52 Europeans, 18 were dismissed, 36 fined, 15 degraded or suspended, and 11 resigned. Among the native constables, 3,071 in all, there were 88 dismissals and 959 resignations, while 324 were fined and 58 degraded.

During the latter part of February 1872 the Lieutenant-Governor considered it very desirable that the offices of Commissioner of Police and Chairman of the Justices of the Peace in Calcutta should be separated, as a special and temporary arrangement, for a few months. The measure was deemed especially desirable, as Mr. Hogg, the incumbent of the two offices, was obliged to take leave on medical certificate, and a new incumbent, Lord Ulick Browne, had been appointed to succeed him. The proposed arrangement was carried into effect, with the approval of the Government of India, by the appointment of Mr. S. Wauchope, C.B., an officer who had very special qualifications for the post, to be Commissioner of Police on a salary of Rs. 50,000 per annum, the whole to be borne by Government, while Lord Ulick Browne continued to be Chairman of the Municipality on his full salary, irrespective of this temporary arrangement.

Considerable changes were made during the year under review for improving the organization of the Calcutta Police. The town was divided into three divisions, each under a European Superintendent; 18 sections, each under an inspector and native subordinates; and beats in charge of constables. In dealing with crime, the Superintendent is to have the assistance of all the inspectors, and, if necessary, the co-operation of other Superintendents; and in cases of obscure crime, men of special detective ability are to be relieved of their ordinary duties and sent to help the local police, but they will thus be deputed only under the express order of the Commissioner, and they must act with, and not in supersession of, the local

inspector. Each man is expected to be acquainted with all the bad characters in his jurisdiction, and if he fails to detect or prevent crime, the responsibility is his own. Previously, since 1868, the inspectors had been brought into immediate relations with the Commissioner and Deputy Commissioner. For purposes of supervision two Superintendents only had been retained,—one in charge of the detective department, and the other at the head of the town police, who were to assist the Commissioner and Deputy Commissioner in seeing that discipline was kept up, while a detective department under a special Superintendent had been formed to deal with heinous crime. This arrangement had not worked well. The local inspectors finding that in special cases the detective department took all the credit, had become careless and indifferent about crime, and lost all knowledge of the bad characters of their divisions; while the detective department, being practically of little use without local knowledge and assistance, worked often in the dark, with very unfavourable or dubious results.

The suburbs, which were previously under one Superintendent, were also now divided into two divisions, one north and the other south of Sealdah, and a Superintendent was placed at the head of each. The number of Superintendents therefore for the whole force was raised from three to five, but the extra expense was met by a reduction in the detective department, in which only 1 inspector on Rs. 300, 3 sub-inspectors at Rs. 270, and 7 sergeants at Rs. 175 per mensem, have been retained. These are to be kept at head-quarters, but will ordinarily work in concert with the local police and the divisional Superintendent. The rest of the detective department has been absorbed in the local police.

Another suggestion of Mr. Wauchope, that the force was too largely composed of up-country men, and that recruits drawn from the eastern districts of Bengal should be introduced into it, met with the Lieutenant-Governor's approval.

The attention of Government was drawn to several points in connection with the working of Act
European Vagrancy Act. XXI of 1869 during the year under report. Certain vagrants, it appeared,

had been discharged from the Government workhouse in the Presidency Jail in order that they might look out for employment, on the ground that they had long been inmates of the workhouse and that it was impossible strictly to give effect in their cases to section 15 of the European Vagrancy Act by providing them with employment before discharging them. This proceeding was irregular, and it was pointed out to the Commissioner of Police, Calcutta, that in future the procedure laid down in section 16 of the Act should be followed. When he thought it desirable to release a vagrant, he should cause sections 23 and 30 of the Act, providing that European British subjects convicted of begging after being declared vagrants lose their privileges as European British subjects, to be read to him as prescribed by section 16, and the matter should then be reported for the sanction of the Lieutenant-Governor.

Some cases also came under notice in which vagrants had been sent to their friends in other districts. The Commissioner of Police was warned to make quite sure in all such cases that there really are friends to receive the men, and that they will not immediately turn up as vagrants again.

Other cases occurred in which men sent from stations to the interior as vagrants for admission to the workhouse in the Presidency Jail were discharged by the Commissioner of Police on their arrival in Calcutta, on the ground that the conditions of their case did not constitute vagrancy. It was pointed out to the Commissioner of Police that he had no authority to discharge persons after they had been declared vagrants.

The districts in which proceedings under the Act were taken during the four quarters of the calendar year 1871 were Tirhoot, Monghyr, Hazareebaugh, Chittagong, Pooree, Nuddea, Patna, Moorshedabad, and Burdwan. The returns received from those districts showed that 43 men were arrested under section 4, 7 under section 23, and 2 appeared without arrest and were dealt with under section 6. Of these 52 men, 16 were sent to the workhouse, 19 to Calcutta or elsewhere for employment, 4 were discharged, 10 being sea-faring men were sent to Calcutta to be shipped as seamen, 1 was sent to the lunatic asylum, and 2 were deported under section 17. The returns furnished by the Commissioner of Police showed that the deportation of 67 men was sanctioned during the year.

The number of fires in Calcutta was 93, by which 8 jute screw-houses and godowns, 14 tiled huts, and a quantity of jute on the river bank (not housed) were destroyed, and a ship, the *Lady Melville*, was burnt. In the suburbs there were four fires, by which upwards of 500 straw huts, 5 stacks of straw, and extensive sheds in the Eastern Bengal Railway, were destroyed. It is hoped that the reorganization of the fire-brigade upon a legal basis, and the measures taken for regulating jute godowns, will render fires less frequent and less destructive when they do occur than has hitherto been the case.

RAILWAY POLICE.

It was noticed in the last year's report that an additional police force of 22 constables, with the requisite staff of officers, had been sanctioned for the chord line, which was opened on the 1st January 1871, at an increased expenditure of Rs. 762 per mensem, to be borne entirely by Government. As the Railway Company refused to employ extra men for the line, it became necessary again to fix a ratio for the division of expenses. It was decided that the Govern-

7 Inspectors.
8 Sub-Inspectors.
37 Head constables.

6 European sergeants.
572 Rank and file.

ment should pay 25 per cent., and the Railway Company 75, of the total expenditure, so that the cost to the Government was raised to Rs. 2,385 per mensem, and that to the Company to Rs. 7,704. With the additions made on account of the chord line, the force stood as shown in the margin.

It subsequently appeared that the Board of Agency had directed the abolition of 100 train guards and a further reduction of 66 men in the number of the Railway police. The latter measure was not carried out owing to the interference of Government, but the train guards were abolished and no provision made for the duties they had hitherto been intended to perform. Subsequently the unsatisfactory state of affairs in the Railway Police Department induced the Government of India to appoint a committee to consider and report on the whole question.

Orders on this report had not yet issued when the year under review came to a close.

The Lieutenant-Governor had reason to believe that the demands which are now frequently made for assistants to District Superintendents of Police, are founded on the idea which was till lately very prevalent, that the police is to be a separate caste and service, and that no one but Assistant Superintendents can act for or succeed District Superintendents. The Lieutenant-Governor declared that it was not his intention that District Superintendents should have assistants save in exceptionally heavy or difficult districts; that the Inspectors are their assistants for most practical purposes, and that when a District Superintendent goes out into his district, and there is no assistant under him, an officer of the rank of an Inspector should have charge of the current duties of his office and communicate all matters of importance in the diaries to the Magistrate as well as to the District Superintendent. The Lieutenant-Governor therefore is of opinion that Assistant Superintendents are as a rule unnecessary, and His Honor has resolved not ordinarily to appoint a full number of new Assistant Superintendents, but to absorb those who are fit for it in the subordinate executive service of the regulation and non-regulation provinces. When under the exceptional circumstances of any district it may be desirable that an assistant should be appointed, an officer of the subordinate executive service may be specially so employed. For the appointment of District Superintendent, either officers of the subordinate executive service or junior civilians would be eligible.

The Magistrate of Backergunge brought to the notice of the Lieutenant-Governor that Sub-divisional Magistrates seldom visit the police stations within their respective jurisdictions, because of a doubt as to their authority to do so, and because they were not permitted to make remarks in the inspection book. The Lieutenant-Governor was therefore pleased to give Magistrates a general authority to direct their sub-divisional officers to inspect police stations, with the proviso that they can only give orders in matters affecting the preparation and trial of cases. The police have, however, been directed to afford them every possible assistance in all matters, and to comply with all reasonable requisitions.

The abuses to which the use of D form (entering cases as false) had led, and which eventually resulted in its abolition, were related in last year's report. Other points of various kinds in connection with the management of police cases having arisen, the Lieutenant-Governor very carefully went into the whole subject, and the result was, a set of rules was shortly afterwards published, which regulated police routine procedure in criminal cases from the first information of the crime to the trial of the criminals.

On the suggestion of the Inspector-General of Police, concurred in by the Inspector-General of Jails, the Lieutenant-Governor approved of the introduction in Bengal, with slight modifications, of the procedure in regard to juvenile offenders which is in force in the North-Western Provinces. All juvenile offenders, whether punished by whipping or imprisonment, and whether classed as professional criminals or not, will, on release from jails, be escorted to their homes by the police, and be given up to their relatives in presence of two respectable residents of the neighbourhood in which they live. In the case of prisoners released from the jail, they are to be made over by the officer in charge of the jail to the District Superintendent of Police. A sufficient subsistence allowance will be supplied by the judicial authorities. This procedure will ensure the return of juvenile offenders to their homes, and admit of a greater chance of reform than can be hoped for when they are simply released from jail and exposed to all the temptations of the city, near which the central jails are invariably built, and also of its thieves, always on the look out for recruits for their bands.

In his annual general report for 1870-71, the Commissioner of the Bhaugulpore division brought to notice that neither zemindars nor planters exercise any supervision over the chowkidars with a view of pointing out bad characters and assisting police authorities in detecting crime or dacoities, and that as a rule the Magistrate and District Superintendent of Police were unacquainted with the zemindars of their districts, and never sought information from them on any point. The attention of the Divisional Commissioners was drawn to the orders of 12th March 1866, in regard to the duty imposed by law on landholders, village police, and others of giving information to and aiding the Magistrate and police. They were requested to report whether in their divisions Magistrates as a rule look for, and zemindars supply, the information and aid therein described. The reports furnished by the Commissioners showed that landholders throughout Bengal do not perform their duties in respect of giving information. The new Code of Criminal Procedure has consolidated the law on the subject, and an attempt will be made to have it enforced.

The Lieutenant-Governor having had under consideration the question of assimilating the crime returns submitted by the Police Department and by Commissioners respectively, a set of revised forms and rules was prescribed in supersession of those at present in use. The Inspector-General of Police and all Commissioners were instructed to have the returns for the year 1871 compiled in accordance with these directions. These orders do not in any way interfere with the submission by the Inspector-General of the other departmental returns now included in his report, or with the recording of any other information with regard to crime which he may think it desirable for Government to have before it.

The Master Attendant reported to Government a collision which took place between a tug steamer and a row-boat at Hog River Obelisk, resulting in the death by drowning of the manjee of the river boat. Captain Howe stated that the occurrence was brought to the notice of the river police at the time, but it appeared on inquiry that the accident was not reported to the Commissioner of Police, Calcutta, owing probably to its having occurred beyond the limits of his jurisdiction, nor yet to the Magistrate of the 24-Pergunnahs; and consequently no police or magisterial inquiry was made into the particulars of the case. The Lieutenant-Governor thought it most desirable that arrangements should be adopted, in order that crime and accidents on the river beyond the limits of the port of Calcutta might be promptly brought to the notice of the magisterial authorities, so that such an inquiry might be made as was under the circumstances necessary. In order that any doubts that might exist as to the proper jurisdiction in respect of such crimes and accidents should be removed, a notification was published in the Gazette, declaring the river below Calcutta and outside the limits of the port of Calcutta to be attached to the district of the 24-Pergunnahs. The Lieutenant-Governor approved of the proposal made by the Commissioner of the Presidency division, that it should be incumbent on every pilot and commander having a pilot's license to report, through the Master Attendant, to the Magistrate of the 24-Pergunnahs every case of crime or severe accident that occurs outside the limits of the port of Calcutta on board any vessel under his charge, and the Magistrate will thereupon cause such inquiry to be made as might appear to him to be necessary.

The Master Attendant was desired to insist on the performance by all pilots and licensed commanders of the duties described above, and the Commissioner of the Presidency division was requested to instruct the Magistrate of the 24-Pergunnahs to distribute his row-boats in the best way he could, and otherwise to make the most efficient arrangements for carrying out these orders. The Commissioner of Burdwan was at the same time desired to instruct the district and police authorities of Midnapore to receive such reports at any stations belonging to that district on the right bank of the river, and to act in respect of them as though they belonged to the 24-Pergunnahs.

The Lieutenant-Governor having seen it stated that cattle pounds are used for the purpose of harassing the poor, a circular was addressed to all the Divisional Commissioners, calling upon them to submit, with their own opinions, reports from the District Magistrates on the working of cattle pounds, their adaptability to their legitimate use, and the resort had to them for purposes of annoyance and oppression, and also whether the system is good or whether it leads to much injustice and vexatious meddling.

In connection with this subject it may be mentioned that the Government of India, by an Act passed in the beginning of 1871, has established the same unvarying rules for all India, the fees and fines for cattle pounds being laid down in the Act, and no distinction permitted between an old woman's cow which has strayed and a much worse case, nor between one part of the country and another. Legislation in such detail for a great country seems to the Lieutenant-Governor very inconvenient.

The opinions of both district officers and Commissioners were so generally in favour of the pound system, that the Lieutenant-Governor thought it might be left undisturbed. It was evident, nevertheless, that in many districts there had been an absence of proper control over the pound-keepers and their accounts. As there was nothing in the general direction of law (Act I of 1871) to prevent the District Magistrate working through his immediate subordinates and exercising his control through them and by their aid, each sub-divisional officer has been made responsible for supervising the working of the pounds in his jurisdiction. The pound accounts and returns are to be forwarded to him. It has been also ruled that each pound-keeper should be immediately subordinate to the sub-inspector of the police station within which the pound is situated. All monies are to be paid into the thannah chest daily and remitted to the sub-divisional head-quarters by the police, and daily lists of all freshly impounded cattle are to be forwarded to the sub-divisional officer to enable him to check the returns.

The Commissioners have been informed that the Lieutenant-Governor would be glad to have any plan submitted for putting the immediate charge of the pounds in the hands of punchayets, where such exist for chowkidaree cess or other local purposes.

Colonel Herbert, the Officiating Political Agent in Turkish Arabia, represented that African slaves were regularly imported into this country to take up the position of concubines, eunuchs, attendants, or the like, in wealthy Mahomedan families. It was said that the pilgrims who left India for Mecca returned here with the slaves they had purchased, and dressing them in women's clothes, or passing them off as members of the zenana, were able easily to escape detection.

In accordance with the request of the Government of India, inquiries were made into the correctness of the statement, but without any success; and seeing that the majority of the pilgrims were poor and belonged to the lower classes, it was not thought likely that they would be able to purchase slaves; but the Commissioner of Police was

directed to watch the Arab or native vessels arriving from Jeddah, and, if there were any Africans on board, to endeavour to ascertain what became of them, and whether they were in possession of the manumission papers which the Consul at Jeddah had informed the Government of India were always given to them.

The result of the treatment of snake-bite by ammonia, which has been supplied to police stations, was on the whole encouraging. Of 939 cases treated, recovery was reported in 702, which suggested the idea that the snakes were in many cases innocuous, but it seemed possible that some cases were real recoveries, and that the small expenditure of Rs. 400 a year, including the cost of the fluid, was worth the trial.

The experiment of paying rewards for the destruction of snakes having been often tried at great expense, but without any corresponding benefit, the Lieutenant-Governor would not entertain the proposal submitted by the Inspector-General of Police for revising it.

1,437 persons were reported to have committed suicide. The number of persons reported to have lost their lives accidentally is shown below:—

Suicides and accidental deaths.

By drowning	...	...	...	10,107
Snake-bites	...	...	...	6,884
Wild beasts	...	...	...	1,784
Fall of buildings	...	...	...	476
Miscellaneous cases	...	...	...	2,581

In October last the Commissioner of Assam reported to this Government a seizure of ammunition that had been effected on board the steam ship *Burmah* at Tezporé in Durrung. No less than 81 canisters of powder and 30 boxes of caps were seized, the person in possession of them being Monsoor Ali, the fireman of the steamer, who in his confession stated that he had been carrying on the trade for two years, and had sold ammunition at every place where the steamer touched. He was convicted and sentenced to 18 months' rigorous imprisonment with a fine of Rs. 200. Shortly afterwards another seizure was effected on board the steamer *Progress* at Kamroop, and on this occasion 44 canisters of powder and 12 boxes of caps were found in the chests of two of the lascars, and a package of 12 boxes of caps in that of another lascar; all these were convicted and sharply punished.

It was clear from the Commissioner's letter that a regular systematic trade was kept up in smuggled arms and ammunition by the river steamers trading with Assam, and that the officers of the steamers took no pains loyally to co-operate with Government, if they did not actually connive at the smuggling. Recently the Commissioner of Police, Calcutta, brought to notice the lax manner in which licenses had been granted by his office for the importation of arms and

ammunition. The statements furnished by him showed that the trade in cheap arms had increased very rapidly during the last three years. The whole subject of the arms trade in general, and the supply to the troublesome eastern tribes in particular, is engaging the attention of Government.

OPERATIONS OF THE POLICE AGAINST CRIME.

The Assam report not having been received in time, that division is omitted from the following part of this report. Calcutta, being under a different procedure, is also not included, and will be noticed below. There is little ordinary crime in Assam.

The number of criminal cases cognizable by the police reported during the year, and the manner in which they were disposed of, appear in the following comparative returns. Further details are given in Statement D, Part I, in the Appendix.

	1870.	1871.
Cases reported	57,114	70,866
Number of persons arrested ...	61,462	72,817
Finally convicted	33,882	36,813
Acquitted	10,164	23,805

This shows an increase of 13,752 cases reported during the past year. The increase is manifest in almost all classes of crime except in those against special and local laws. The results are given in the table below :—

	1870.	1871.	Increase.	Decrease.
Class I.—Offences against the state, public tranquillity, safety, and justice	2,086	3,231	1,145	.....
Class II.—Serious offences against the person	3,188	3,730	542	.....
Class III.—Serious offences against person and property, and against property only	13,313	15,086	1,773	.....
Class IV.—Minor offences against the person	1,855	3,092	1,237	.....
Class V.—Minor offences against property	27,991	35,250	7,259	.....
Class VI.—Offences under the Penal Code not specified above	8,681	10,156	1,475	.....
Offences under other special laws	619	320	.....	299

No sufficient reason has been given for the general increase of crime cognizable by the police, but there seems ground for believing that the increase was to a great extent only apparent, and, so large a margin is there of unreported crime, that a very small advance in the truthfulness of the reports would of itself be sufficient to account for it. Besides this, a part of the increase is no doubt due to the orders prohibiting the ignoring of undetected cases not shown to be really false, and also perhaps to greater activity on the part of local officers.

No fewer than 11,833 cases were taken up by Magistrates without the intervention of the police, a number which seems to be excessive, and as to which more information has been called for. Of 54,545 cases investigated by the police, convictions were obtained in 22,541; but as

a fact, this return is swelled by very petty cases under municipal and special laws. Serious offences against the person came to 3,730; and very serious offences against property, dacoity, robbery, and such like, to 1,241.

There were 72,817 persons arrested in cognizable cases, 18,896 of them under Magistrates' orders, and of the whole, 60,618 were put on trial, but only 60 per cent. convicted. The results of trial in many classes of heinous crime are by no means satisfactory. The Lieutenant-Governor does not wish to attach too great weight to percentages, but to test the police by practical results; and it is particularly disappointing to find that in dealing with dacoity, burglary, and such-like offences, they show badly.

Under the first class of offences (those against the State, public tranquillity, &c.) the increase is chiefly remarkable in cases of riot and unlawful assembly, which have risen from 1,496 to 2,502, of which 37·09 per cent. were prosecuted to conviction by the police. Sylhet, Backergunge, and Jessore, have an unenviable pre-eminence in this class of crime. In Purneah and Pubna the police failed signally in dealing with it, convictions being obtained in only 16 out of 85 cases in the former, and 15 out of 113 in the latter district. The great increase in this offence is matter of astonishment, as no known causes for it can be found. The Magistrates have been warned to see that it is not caused by undue activity in hunting up and prosecuting cases of this kind. It is known that violent riots, caused by rich and powerful people taking the law into their own hands, have been the bane of Bengal in past times. The Lieutenant-Governor has said that this cannot now be endured, and serious breaches of the peace must be put down with a strong hand, but the police will not make up for failure to detect dacoities and burglaries by dragging to light and harassing people about petty quarrels and affrays which have ended in nothing serious, and do not really threaten danger to the tranquillity of a district.

In the class of serious offences against the person, murders have decreased slightly, from 331 to 312. Only 139 cases were detected, and of 837 persons arrested, only 275, or 32·8 per cent., were convicted. This is an unfavourable result. Of 7 murders by dacoits, 5 are stated as prosecuted to conviction according to the Inspector-General's report, and that result seems favourable (but the table shows only 4). In 9 cases of murder by poison, only 1 was detected,—a result very much to be regretted, for it is greatly to be feared that the use of poison is not unfrequent, especially in the eastern districts of Bengal. Of 288 'other murders,' 130 were either wife-murders or connected with women in some way, 49 arose from quarrels about land, &c., 9 were done by lunatics, 24 were child-murders, many of which are committed for the sake of the ornaments so commonly worn by children, 7 were cases of thieves, 2 arose from caste disputes. One-fourth of all the murder cases comes from Jessore, Backergunge, Midnapore, Sylhet, and Dinagepore. The hot temper of the people of the 'tidal districts' is proverbial in Bengal, and their habits, of living in separate houses instead of in villages may, it has been suggested, tend to free them from the social restraints of communal life. The

police of Jessore and Dinagepore were most successful in dealing with murder. The Inspector-General is of opinion that, save where family honor is concerned, there is little concealment of murder in Bengal, and that the police are as successful in dealing with it as the police of any other country. The Lieutenant-Governor cannot, however, feel satisfied with the recorded results.

In culpable homicide the police got convictions in 44 per cent. of the cases reported. Rape cases turned out badly. Grievous hurt had risen from 597 to 750 cases. Convictions were obtained in 413. The crime of administering stupefying drugs (the latest form of thuggee) has risen to 26, from 16 in 1870. These cases are generally the work of associated gangs; 12 cases are stated to have been detected. The Lieutenant-Governor has ordered unremitting attention to be given to this crime. There were 154 cases of kidnapping, in 33 of which only was conviction secured; 331 persons were put on trial, of whom 86 were acquitted at Sessions, and 162 by the Magistrate, while 71 in all were convicted. The subject of the procuring of children for purposes of prostitution is under separate consideration at present. An opinion has been expressed that many children are procured by prostitutes of the Boishtab caste by purchase or gift from poor parents. Such a mode of obtaining children can hardly be described as kidnapping, and recent returns laid before Government by Commissioners seem to show that the number of children in brothels, not being the offspring of the women themselves, is smaller than has hitherto been supposed.

There is an increase in the total number of serious offences against property reported, from 13,313 to 15,086. Dacoity cases were 861 in 1871, against 345 in 1870—an increase of 16 cases; but this crime is far below the proportions to which it had attained in 1867, 1868, and 1869, when the cases were 552, 523, and 473, respectively. There may be said to have been of late years a general decrease. This year 87 cases were detected, and 407 out of 1,582 persons arrested were convicted. The worst districts for dacoity are given in paragraph 154 of the report. Backergunge heads the list, followed by Purneah, and in both districts the police have failed. The District Superintendent of Backergunge was removed as not being fit for the post, and it is hoped that the present Superintendent is doing better. In Purneah the state of things is very bad, and the utmost attention of the controlling authorities must be given to the matter. Midnapore comes next. Here, under Mr. W. P. Davis, the police are reported to have been successful, but the number of dacoities has not diminished in the year under report. In Hooghly Mr. Larymore has done much to break up the gangs which made that district notorious. There were grounds for believing that railway coolies were concerned in some dacoities in this district, and the Board of Agency has been asked to assist the local authorities in keeping them under check. Dinagepore has also done well, getting convictions in 9 out of 12 cases. There were some very bad cases both of murder and dacoity in Hazareebaugh, and the police were very unsuccessful in dealing with them. The cases in the 24-Pergunnahs, and sometimes almost in the very suburbs of Calcutta, are very lamentable, and the Lieutenant-Governor has insisted that no effort must be spared to put them down.

The various descriptions of dacoity reported stand thus to one another: 252 cases 'in houses,' 31 in the fields or jungle, 47 on the highway, and 31 on the rivers. The perpetrators of house dacoities are said to be generally local bad characters; others are no doubt committed by practised criminals, some of whom come from long distances by rail or in boats. As to river dacoity, the Inspector-General of Police considers it surprising that cases are not more numerous. It may be doubted, however, if we know the real extent of this crime. Both late and present Commissioners of Dacca think that all such cases are not reported. In dealing with it, so far as known, the police have admittedly failed. The subject has, however, the Lieutenant-Governor's particular attention, and it has been intimated above that the effect of a steam patrol will be tried. The Lieutenant-Governor will not rest satisfied till much greater success is obtained in dealing with dacoities and serious robberies. The question of re-establishing a small detective department is still under the Lieutenant-Governor's consideration.

Of minor offences against property, 35,250 cases were reported, against 27,991 in 1870, an increase of 26 per cent. If to these be added the cases of lurking house-trespass or burglary from Class IV (in reality generally petty offences), we get a total of 48,763 cases reported during the year. Of these 9,864 were not inquired into, 10,141 were detected, and convictions were obtained against 15,310 persons. In 1870, out of a total of 39,992 cases, 9,807 were not inquired into, 11,004 were detected, and 14,593 convictions obtained. The number of cases stated as detected has fallen, though the crime as reported has increased, while a slightly larger number of persons have been convicted. Petty burglaries and thefts ran up to 44,052, of which only 7,844 were detected—the convictions being 11,623 to 8,704 acquittals. This is a class of offence with which the police all over India have great difficulty in dealing. If it were possible to believe that all the cases were reported, even the small number detected would not be so very bad, comparatively speaking; but it is feared that this is far from being the case.

Cattle theft is not very prevalent in most part of these provinces.

Prosecutions for bad character have increased from 907 in 1870 to 1,695 in the year under review. It is believed, however, that in some districts there has been a change of practice by which each person is counted as a case, which was not formerly the practice. The law in regard to demanding security from persons of bad livelihood is a very effective engine when discreetly used, though it is also open to much abuse, if the police, unable to detect crime, seek to make up for that failure by taking up so-called bad characters. The law is apparently very unequally worked in different districts. It will be very closely watched, and the modes in which it is put in force in different places carefully compared.

37,215 persons are returned as under police surveillance, and the number of absconded offenders still evading justice is shown at 4,291. The Lieutenant-Governor has asked for report on the nature of the surveillance, and remarked that this return of absconded offenders calls for extreme attention from the police. It may be feared that in small cases as well as in great it too often happens that a man against

whom a warrant has issued gets out of the way till the matter has blown over, and in the end escapes trial altogether, because the case is forgotten, or because the prosecution being ended there is little disposition to go again into a troublesome case.

Too much importance cannot, in His Honor's opinion, be attached to dealing sufficiently with the professed criminal classes, and special report has been called for on the subject.

The police have been very successful in excise cases.

The Railway police seem to have worked successfully, getting convictions against 78·5 per cent. of the persons arrested by them.

Non-cognizable crime will be noticed under the head of Criminal Justice.

Turning to crime in Calcutta, the total number of offences under

the Penal Code committed in the town
 is reported to have been 8,184, in which

11,581 persons were arrested or summoned, of whom 80 per cent. were brought to trial. Of those brought to trial 72 per cent. were convicted. The operations of the police were not, however, uniformly successful in all classes of cases. The returns, here as elsewhere, are swelled by the summary convictions in petty cases of nuisance, &c., which are always numerous in towns. Under miscellaneous Acts there were 19,683 cases and 25,277 persons arrested or summoned, of whom 92 per cent. were brought to trial, and of these 88 per cent. were convicted. The total value of property stolen in Calcutta during the year is estimated at Rs. 1,45,770, of which 23 per cent. only was recovered. There can be no doubt that there has been of late years much cause of complaint in regard to serious thefts in Calcutta. Taking all classes of offences together, about 8 per cent. of the population of Calcutta came before the criminal courts during the year.

There were only three murders during the year, including that of the late Chief Justice: convictions were obtained in all. But in 18 cases of grievous hurt, only 5 persons of 29 arrested were punished. Again, under house-breaking, of 108 cases only 33 were detected, while of 376 thefts above Rs. 50, only 91 were brought to trial, with 110 defendants, of whom 69 were acquitted. The Calcutta Police had thus, it will be seen, failed in detective power, mainly, it is believed, on account of the causes already explained with reference to the organization of the force.

In the suburbs the total number of offences punishable under the Penal Code was 2,661, of which 1,486 were brought to trial, with 2,209 persons out of 2,916 arrested. The number finally convicted was 1,262, or 53 per cent. of those brought to trial. The number of offences under miscellaneous Acts was 3,233, of which 2,886 were brought to trial. The total number of persons brought to trial was 4,009, of whom 3,154, or 88 per cent., were ultimately convicted. The estimated value of all the property stolen in the suburbs was Rs. 51,151, of which Rs. 10,688 were recovered.

The attention of Government has been directed to the difference between the results of police cases tried in Calcutta and in the suburbs. In the former 72 per cent. of the cases sent up were convicted, the proportion being larger in cases tried summarily by the Magis-

trates without appeal, and smaller in those requiring committal to the Sessions. In the suburbs only 53 per cent. were convicted. The police was the same force in both cases; hence it is to be presumed that the difference is due mainly to the difference in the judicial systems followed in the town and the suburbs respectively.

It is rather remarkable that while there are 275 liquor, toddy, and opium shops in Calcutta, with its population of about 450,000, there are 277 in the suburbs, with an estimated population of 280,000.—It is to be regretted that the report submitted to Government does not show in what quarters the majority of these shops are situated, or what bearing their existence has upon crime in the neighbourhood. Particular attention has been called to the subject.

CRIMINAL JUSTICE.

THE courts for the administration of criminal justice in Bengal are the High Court, the Courts of Session, and the courts of the various classes of Magistrates. The High Court on its original side tries by a single Judge with a jury all cases committed to it by the Calcutta Magistrates, and cases in which European British subjects are defendants, committed by the Justices of the Peace in the interior of Bengal. On its Appellate side the High Court, by a bench of two or more Judges, disposes of appeals in respect of convictions on trials before the Courts of Session; it revises, upon reference from Sessions Judges or Magistrates, the decisions of inferior courts when in error upon points of law; and it confirms, modifies, or annuls all sentences of death passed by Sessions Courts in the interior. The Courts of Session in the interior are presided over by a single Judge, who tries, with the aid either of juries or assessors, all cases committed by Magistrates empowered to that end, passing any sentence authorized by law, and decides, sitting alone, all appeals from the decisions of Magistrates having full powers, when the sentence exceeds one month's imprisonment or 50 rupees fine. In each district there is one Magistrate having full powers, who is also Collector and the executive head of the district administration in all departments. This officer has higher powers than other full-powered Magistrates, in that he hears appeals from the inferior Magistrates of subordinate grades within the district. Appeals from full-powered Subordinate Magistrates lie, as already stated, to the Sessions Court. The ordinary limits of the full powers of a Magistrate in respect of sentencing offenders are imprisonment, either rigorous or simple, up to two years, including solitary confinement up to three months; fine to the extent of Rs. 1,000; or imprisonment and fine combined; and whipping. The Subordinate Magistrates are of two grades; the first of which can award imprisonment up to six months; fine up to Rs. 200, or both; and whipping: the second can only imprison up to one month or fine up to Rs. 50, or combine these punishments. The classes of offences which the various grades of Magistrates are competent to try, and those which they must commit for trial by the Courts of Session, are carefully defined in the Schedules of the Criminal Procedure Code.

High Court—Original side.

	Persons.
Discharged without trial ...	4
Acquitted on trial ...	49
Convicted ...	134
Pending trial at end of year ...	0
Total ...	<u>187</u>

The result of the Sessions trials on the original side of the High Court during 1871 is shown in the margin. The persons convicted (134) were 71·6 per cent. of the number (187) dealt with.

The nature of the punishments to which the persons convicted were sentenced is shown below :—

<i>Nature of punishment.</i>		
Sentenced to death	2	
„ transportation for a term	10	
„ penal servitude	1	
„ rigorous imprisonment without solitary confinement	114	} 118
„ simple imprisonment	4	
„ fine with imprisonment	3	
Total	134	

The 118 persons punished with imprisonment were sentenced to the terms noted below :—

		<i>Persons.</i>	
Simple ... {	Up to 15 days	1	
	„ to 6 months	1	
	„ to 2 years	2	
		4	
Rigorous ... {	Up to 6 months	8	
	„ to 2 years	70	
	„ to 7 „	36	
		114	
Total		118	

The number of persons in whose cases criminal appeals were preferred to the High Court during the year under review, with the results of the appeals, will be found in the subjoined statement :—

	<i>Persons.</i>
Sentences confirmed in the case of	1,315
„ modified „	82
„ reversed „	172
Proceedings quashed	11
Appeals pending decision in the case of	131
Total	1,711

The number of applications to the High Court for revision, and the results of the applications, were as follows :—

	<i>Persons.</i>
Sentences confirmed in the case of	265
„ modified „	18
„ reversed „	232
Persons whose cases were pending	7
Total	522

The cases which were referred to the High Court under Chapter XXVIII of the Criminal Procedure Code involved 112 persons, of whom 104 were convicted and 6 acquitted. The cases of the other 2 remained undecided at the close of the year.

The following statement shows the number of persons committed to the Courts of Sessions for trial during the years 1870 and 1871, including those remaining from previous years, with the results of their trials:—

	1870.	1871.	
Discharged without trial	21	25	
Acquitted	1,358	1,282	
Convicted	2,324	2,215	} 2,251
Referred... ..	115	36	
Died, escaped, or transferred	36	17	
Pending trial at end of year... ..	351	489	
Total	<u>4,205</u>	<u>4,064</u>	

The total number (2,251) convicted and referred during 1871 was 62·98 per cent. of the number (3,558) actually disposed of.

The statement below shows the total number of persons sentenced by Sessions Judges, including those whose cases were pending at the close of last year, and the nature of the punishments inflicted during the year under review.

The capital sentence was confirmed in the cases of 72 persons out of the 90 on whom such a sentence was passed.

Nature of punishment.	Persons.
Sentenced to death	90
„ transportation for life	193
„ „ for a term	60
„ rigorous imprisonment with solitary confinement	1
„ „ without ditto	1,850
„ simple imprisonment	13
	<u>1,864</u>
„ fine with imprisonment	190
„ „ without ditto	23
	<u>213</u>
„ whipping in addition to other punishment	2
„ „ in lieu of ditto	8
	<u>10</u>
Total	<u>2,430</u>

The terms of imprisonment to which the above-mentioned 1,864 persons were sentenced were as follows:—

	Persons.
Simple { Up to 15 days	10
„ „ „ { „ to 6 months	6
„ „ „ { „ to 2 years	8
	<u>24</u>
Rigorous... .. { Up to 15 days	11
„ „ „ { „ to 6 months	301
„ „ „ { „ to 2 years	619
„ „ „ { „ to 7 „	718
„ „ „ { Above 7 „	191
	<u>1,840</u>
Total	<u>1,864</u>

Courts of Session—Appellate jurisdiction.

The cases appealed to the Sessions Courts involved 9,138 persons. The results of the appeals are noted below:—

	Persons.
Appeals or applications rejected in the case of	1,583
Sentences confirmed	4,843
„ modified	589
„ reversed	1,479
Proceedings quashed	40
Further inquiry or evidence ordered in the case of	42
Cases referred to High Court for revision in the case of	220
Appeals pending trial in the case of	342
Total	<u>9,138</u>

The total number of persons under trial during the year 1871 before the criminal courts of the Magistrates' courts in the interior. various classes of Magistrates in Bengal, excluding Calcutta, and the results of their trials, are given below:—

	Persons.
Discharged without trial	35,546
Acquitted or released	29,789
Convicted	81,098
Committed	3,680
Died, escaped, or transferred	637
Remaining at end of year	4,754
Total	<u>155,504</u>

The number of persons (84,778) convicted and committed by Magistrates was 56·47 per cent. of the number (150,113) actually disposed of.

The total number of persons sentenced by Magistrates to imprisonment, forfeiture of property, fine, and whipping, respectively, was as shown below:—

Rigorous imprisonment	20,774	} 22,140
Simple „	1,366	
Forfeiture of property	6	} 56,016
Fine with imprisonment	5,074	
Ditto without „	50,942	
Whipping in addition to other punishment	259	
Ditto in lieu of other punishment	2,782	

The terms of imprisonment in the cases of the 22,140 persons noted above were as under:—

	Persons.
Simple	{ Up to 15 days 762
	{ „ to 6 months 579
	{ „ to 2 years 35
Rigorous... ..	{ Up to 15 days 3,762
	{ „ to 6 months 13,254
	{ „ to 2 years 3,723
	{ „ to 7 „ 25
	<u>20,764</u>
Total	<u>22,140</u>

The appeals preferred from the orders of Subordinate Magistrates to the Magistrates of districts involved 3,279 persons, whose cases were disposed of as follows :—

	Persons.
Appeals or applications rejected in the case of	440
Sentences confirmed " 	1,817
" modified " 	316
" reversed " 	469
Proceedings quashed in the case of 	68
Further inquiry or evidence ordered in the case of 	68
Cases referred for revision to High Court in the case of 	40
Appeals pending trial in the case of 	61
Total	3,279

The total amount of judicial fines imposed during the year was (as specified below) Rs. 7,11,528-5-4½, of which Rs. 5,32,120-15-11½ were realized.

	Amount imposed.			Amount realized.		
	Rs.	As.	P.	Rs.	As.	P.
By High Court	1,800	0	0	119	6	2
Sessions Courts	30,262	0	0	11,612	4	4
Magistrates 	6,79,466	5	4½	5,20,389	5	5½
Total	7,11,528	5	4½	5,32,120	15	11½

The above figures do not include the persons under trial in the Courts of the Magistrates in Calcutta; these are shown in the subjoined statement :—

Magistrates' courts in Calcutta.

Discharged without trial 	4,118
Acquitted 	5,183
Convicted 	27,536
Committed 	185
Pending and under examination at the end of the year 	19
Total	37,041

The above convictions include 11,415 persons who were convicted principally by the Honorary Magistrates of offences against the conservancy laws.

In 437 cases coming before the Sessions Courts, juries were employed, and in 1,182 cases assessors. Trial by jury and assessors. In jury cases the Judge agreed in the verdict in 384 cases, and disapproved of the verdict in 53 cases. The Judge differed from the assessors in 140 cases.

Of the cases before the High Court, 100 were tried by jury, 3 were struck out under section 8, Act XIII of 1865, and in 32 cases the prisoners pleaded guilty, making a total of 135 cases.

It is satisfactory to observe that the number of cases is not greater in which the verdict of the jury was dissented from by the Judge. Judges are, however, very chary of dissenting absolutely from a verdict, and there have been undoubtedly in the year under review some very glaring failures of justice in jury trials. Conspicuous amongst these was a case at Berhampore, where a man who had made—a determined attack upon the Governor-General's Agent and the Civil Surgeon upon the high road was acquitted in the face of the clearest evidence. In the Hooghly district, also, the Commissioner in his Crime Report brought to notice numerous instances in which the jury had acquitted the accused in face of apparently sufficient evidence, and for reasons which it is impossible to conjecture. The subject of the numerous acquittals in Hooghly and 24-Pergunnahs is, however, under inquiry. The Lieutenant-Governor consulted the High Court as to whether the system should be continued or not, and if continued, whether its operation should not be modified, either by withdrawing it from certain districts, or by limiting more strictly the classes of offences triable by jury. Meantime the introduction of the new Criminal Procedure Code, which gives a reference to the High Court from the verdict of a jury trial when dissented from by the Judge, will put a stop to the scandals that have occasionally cropped up in some districts.

Some figures, which throw an interesting light on the administration of criminal justice in the interior, are given in the report of Mr. Heeley, the Inspector-General of Jails, and may be here noticed.

The number of convicted prisoners entering during the year the jails of the several districts, is given in the subjoined statements, in which districts are arranged in order of the number of convictions:—

Relative criminality of districts.

1. Patna	1,812	27. Beerbhoom	473
2. 24-Pergunnahs	1,747	28. Bhaugulpore	471
3. Tirhoot	1,577	29. Rungpore	456
4. Backergunge	1,235	30. Dinagopore	440
5. Calcutta	1,234	31. Kamroop	454
6. Midnapore	1,196	32. Chittagong	426
7. Nuddea	1,152	33. Pubna	425
8. Jessore	1,139	34. Howrah	415
9. Sylhet	1,022	35. Lohardugga	411
10. Dacca	998	36. Hazareebaugh	403
11. Sarun	911	37. Bancoorah	386
12. Shahabad	879	38. Purneah	337
13. Monghyr	688	39. Balasore	334
14. Gya	680	40. Seeksangor	331
15. Burdwan	665	41. Noakhally	280
16. Hooghly	616	42. Pooree	267
17. Tipperah	616	43. Durrung	263
18. Mymensing	615	44. Maldah	233
19. Sonthal Pergunnahs..	608	45. Nowgong	237
20. Moorshedabad	592	46. Julpigoree	218
21. Chumparun	549	47. Goalparah	186
22. Cuttack	545	48. Bograh	182
23. Maunbhoom	538	49. Debrogurh	177
24. Cachar	520	50. Darjeeling	122
25. Furreedpore	513	51. Singbhoom	113
26. Rajshahye	499	52. Khasi Hills	48

Taking the several divisions, and dividing the aggregate of convictions of each division by the number of districts, the following results are arrived at, which show the average of convictions in the districts of each division.

		Highest district.	Lowest district.
1. Presidency (including Calcutta)	1,318	24-Pergunnahs	Jessore.
2. Patna	1,068	Patna	Chumparun.
3. Dacca	876	Backergunge	Furreedpore.
4. Burdwan	625	Midnapore	Howrah.
5. Bhaugulpore	498	Monghyr	Purneah.
6. Chittagong	440	Chittagong	Noakhally.
7. Rajshahye	401	Moorshedabad	Bograh.
8. Orissa	382	Cuttack	Pooree.
9. Chota Nagpore	366	Maunbhoom	Singbhoom.
10. Assam	242	Kamroop	Khasi Hills.
11. Cooch Behar	177	Julpigoree	Darjeeling.

The large towns are, as might be expected, the principal abodes of crime: Patna and Moorshedabad districts standing highest in their respective divisions.

With regard to female convictions, the proportion to the total number of convictions was 4·81 per cent. In Bhaugulpore, Purneah, Rungpore, Dacca, Furreedpore, and Backergunge, the number of women convicted was less than 2 per cent. of the total number, and in Sylhet it was less than 1 per cent. In Darjeeling, Khasi Hills, and Cachar, the number of women convicted was 10 per cent. and upwards, and in Singbhoom, Burdwan, and Calcutta it was considerably over 9 per cent., Hazareebugh, Midnapore, Balasore, and Cuttack following with percentages ranging from 7·52 to 8·68. The Cutwa division of Burdwan gives as many as 20 per cent. The reasons of this curious phenomenon in Burdwan are not known. In some of the districts named the greater independence of the women of Indo-Chinese and semi-aboriginal races will account for the figures.

Looking at the religion of the total criminal population of the jail,

Crime with reference to religious belief. the totals are as follows:—

Christians	{	Europeans	...	...	...	...	...	319	566
		Eurasians	...	...	...	...	...	1·7	
		Natives	...	...	...	...	...	60	
Mussulmans	..	...	...	...	...	...	...	15,346	41,576
Hindus	...	...	...	...	...	...	...	24,075	
All others	...	...	...	...	...	...	...	2,155	
Total									42,142

Ratio of female to male crime in relation to religion.

The proportion of female crime to total crime in regard to religion is thus:—

Among Hindus	...	...	...	...	4·95 per cent.
„ Mussulmans	...	...	...	...	3·68 „
„ Christians	...	...	...	...	1·23 „
„ All others	...	...	...	...	4·45 „

The small proportion of Mussulmans compared with Hindus corresponds with what was observed in a previous paragraph as to the paucity

of female crime in the great Mussulman districts of Sylhet and Backergunge.

Mahomedan crime.

In the following districts Mahomedans formed more than half of the jail population :—

Bograh	88 per cent.	Rungpore	67 per cent.
Noakhally	85 "	Sylhet	65 "
Tipperah	75 "	Mymensing	64 "
Rajshahye	73 "	Dinapore	62 "
Furreedpore... ..	70 "	Jessore	60 "
Pubna	68 "	Chittagong	58 "
Dacca	67 "	Backergunge	55 "
Moorshedabad	51 per cent.		

All these districts might be enclosed in a ring-fence, including as they do the whole of the Chittagong division; the whole of the Dacca division, except Cachar; the whole of the Rajshahye division, except Maldah, and one district, Jessore, in the Presidency division.

Crime in relation to castes.

The following statement arranges the convictions of the year according to castes :—

9,562	Mussulmans	...	...	...	...	36·8 per cent.
2,029	Chasas or cultivators, Hindus	...	...	...	...	8·0 "
1,831	Gowalas or Gopes	"	...	...	...	7·2 "
1,688	Kaibartas	"	...	...	...	6·6 "
1,552	Kaisths	"	...	...	...	6·1 "
1,522	Brahmins	"	...	...	...	6·0 "
1,176	Dosadhs	"	...	...	...	5·0 "
1,077	Hill Tribes	...	...	...	...	4·6 "
480	Rajpoots	...	...	...	...	1·9 "
426	Christians	...	...	...	...	1·6 "
385	Chandals	...	...	...	...	1·5 "
283	Kurmis	...	...	...	...	1·1 "
3,190	Miscellaneous Hindus	...	...	...	...	12 "
135	Miscellaneous (Chinese, Jews, &c.)	...	...	...	...	0·5 "

The correctness of the statements from which the following results

Previous occupations of criminals.

as to the previous occupations of prisoners are derived cannot be guaranteed, but it appears that in Burdwan labourers exceeded agriculturists very largely (by nearly four to one), and to a less extent in Monghyr, Purneah, Bancoorah, Singbhoom, Debroogurh, and Godda. The two classes were nearly equal in the Alipore Native Jail, in Hooghly, Howrah, Cuttack, Cachar, Darjeeling, and Rajmehal.

The class of shop-keepers and traders is well represented in Alipore, Presidency, Patna, Bhaugulpore, Midnapore, Dacca, Mymensing, Moorshedabad, Gya, and Jessore; next to the great metropolitan jails, Dinapore imprisons the largest number of artizans, while Dacca has by far the largest number of domestic servants, Patna coming third; the "professional" class is also most numerous in Dacca; Government servants abound in Rajshahye and Cuttack, and are totally absent (for a wonder) in Dinapore. The proportion of this class imprisoned is probably largely in excess of their numerical proportion to the population generally, as there is a large class of offences which only

Government servants can commit. Upwards of two hundred Dehri prisoners, 160 at Chittagong, 315 at Midnapore, and 483 at the Presidency Jail, are described as of "no occupation."

Of the female prisoners, 795 are described as married, 694 as widows, 59 as unmarried, 312 as prostitutes.

There were during the year 1,223 convicted prisoners who had been previously in jail, being 4·83 per cent. on the jail population. The largest percentage appears in the Presidency Jail, which is to be accounted for, not only by the number of professional thieves in a large city like Calcutta, but also by the greater care that is taken in the collection of statistics on this subject at this jail.

Reconvictions.

The record of previous convictions put in by the police at a trial is frequently untrustworthy, not from excess but from deficiency; and the system observed in the Presidency Jail is to trust for the recognition of prisoners to the warders and others who are familiar with their faces, and recognitions made in this way have almost always been confirmed by the jail records and by the admissions of the prisoners themselves.

The statistics of the same jail show that habitual criminals when reconvicted are treated far too leniently; in fact, it would seem sometimes that the oftener they are convicted the more their sentences diminish in severity. Thus in one case a man convicted of a first offence of theft had been imprisoned for nine months, while on a third conviction only one month has been meted out to him. Another man was sentenced to six months' imprisonment (his third conviction) for an offence under section 380, Penal Code, but got only 15 days for a subsequent conviction under the same section. The result of the various instances which are cited by the Superintendent of the Presidency Jail, is to show that about nine-tenths of the sentences passed on second or later convictions are for terms of less than a year, and one-fifth of them are for one month or less. It seems, therefore, either that the provisions of the law empowering Magistrates to pass a heavier sentence in cases of repeated convictions, are frequently ignored by the Magistrates sitting in Calcutta, or that the police are lamentably deficient in the means of producing evidence of previous convictions. It is especially necessary that in the case of juvenile offenders repeatedly convicted, heavier sentences should be passed; there is no other chance of saving them from becoming hardened criminals. In the Presidency Jail especially, and to some extent in other jails, the attempt has been made to segregate them from the other prisoners, but owing to short sentences no appreciable reformatory effect has been obtained. The remedies which have been suggested in the case of juvenile criminals are—

(1) That judicial officers should pass such sentences on juvenile offenders as may in point of length be compatible with a reformatory procedure;

(2) That Government should be empowered to detain juvenile offenders for such period as it may think necessary to complete the reformatory process if the sentence passed is not sufficient for that end.

There were 3,001 floggings for first offences, and 388 for second or subsequent offences; total 3,389, or 84 fewer than in last year and 365 fewer than in 1869.

Corporal punishments inflicted under the provisions of Act VI of 1864.

There were 66 males and 5 females executed during the year, against 41 males and 5 females in 1870, and 50 males and 8 females in 1869.

Capital punishment.

The largest number of executions was at Jessore, where 11 persons were hanged; 5 were executed at Patna, Chittagong, and Ranchee, and 2 in Calcutta, one of whom was Abdullah, the murderer of the lamented Mr. Justice Norman.

The annexed statement shows the length of time during which each prisoner remained on the average under trial in the jails and lock-ups named :—

Comparative length of trial.

Average period of confinement of under-trial prisoners in Jails.

JAILS.				Period of confinement. <i>Days.</i>	JAILS.				Period of confinement. <i>Days.</i>
Rajmehal	...	...	...	29.7	Pakour	...	...	...	15.0
Maldah	...	...	...	26.7	Meetapore	...	...	...	14.9
Deoghur	...	...	...	26.0	Gya	...	...	...	14.9
Nya-Doomka	...	...	...	24.8	Dacca	...	...	...	14.9
Mymensing	...	...	...	24.6	Jessore	...	...	...	14.9
Backergunge	...	...	...	24.6	Cachar	...	...	...	14.6
Dinapore	...	...	...	24.5	Bhaugulpore	...	...	...	14.4
Furreedpore	...	...	...	23.6	Tipperah	...	...	...	14.4
Noakhally	...	...	...	22.9	Maunbhoom	...	...	...	14.3
Godda	...	...	...	22.8	Julpigoree	...	...	...	14.3
Rungpore	...	...	...	22.6	Cuttack	...	...	...	14.2
Pubna	...	...	...	21.3	Debrooghur	...	...	...	13.2
Moorshedabad	...	...	...	20.3	Alipore (Native)	...	...	...	12.6
Chittagong	...	...	...	20.2	Presidency (European)	...	...	...	12.2
Nuddea	...	...	...	19.8	Russa (Females)	...	...	...	11.7
Midnapore	...	...	...	19.8	Tirhoot	...	...	...	11.6
Hazareebaugh (District Jail)	...	...	...	19.7	Sarun	...	...	...	11.2
Goalparah	...	...	...	19.5	Seebaugor	...	...	...	11.2
Baraset	...	...	...	19.1	Burdwan	...	...	...	10.8
Singbhoom	...	...	...	18.7	Monghyr	...	...	...	10.6
Hooghly	...	...	...	18.3	Durrung	...	...	...	10.1
Balasore	...	...	...	17.8	Kamroop	...	...	...	9.5
Lohardugga	...	...	...	17.7	Howrah	...	...	...	8.5
Purneah	...	...	...	17.6	Pooree	...	...	...	8.4
Bancoorah	...	...	...	17.3	Khasi Hills	...	...	...	6.9
Chumparun	...	...	...	17.0	Darjeeling	...	...	...	4.5
Nowgong	...	...	...	16.2	Alipore (European)	...	...	...	2.4
Presidency (Native)	...	...	...	16.2	Dehree and Hazaree- baugh (Penitentiary)	...	...	...	None.
Beerbhoom	...	...	...	15.8	Central Jail	...	...	...	
Shahabad	...	...	...	15.6	Average residence of all hajut prisoners	...	...	...	16.5
Bograh	...	...	...	15.5					
Sylhet	...	...	...	15.4					
Rajshahye	...	...	...	15.2					

Average period of confinement of under-trial prisoners in Lock-ups.

JAILS.	Period of confinement. <i>Days.</i>	JAILS.	Period of confinement. <i>Days.</i>
Golaghat	40·4	Kissoregunge	13·4
Patuakhaly	40·2	Shergotty	13·3
Jorehaut	33·3	Arareah	13·3
Buxar	30·4	Mudeypoorah	12·8
Hylakandy	30·2	Bussirhat	12·8
Behar	29·8	Dhoobri	12·7
Palamow	29·8	Kissengunge	12·6
Barh	29·0	Khoolna	12·6
Bettiah	28·9	Kendraparah	12·4
Dum-Dum	27·1	Moonsheegunge	11·4
Khoordah	27·0	Serajunge	10·9
Pachamba	27·0	Dinagepore	10·8
Bagirhaut	26·8	Terai	10·6
Madareepore	25·6	Cynthea	9·9
Bongong	22·4	Culina	9·8
Jamalpore	22·3	Jehanabad	9·7
Fallacotta	22·3	Mudhubanee	9·5
Shabaspore	21·5	Jumooi	9·4
Jajpore	19·7	Cox's Bazar	9·4
Tumlook	19·6	Ranaghat	9·4
Nowada	19·4	Nattore	9·1
Sasseram	18·7	Khooshtea	9·1
Sewan	17·7	Gurbetta	9·1
Begum-Serai	17·1	Serampore	8·9
Bariepore	16·4	Perozepore	8·9
Bhubhooa	16·3	Lalbagh	8·5
Seetamarhee	16·3	Nulla	8·5
Attia	16·1	Tajpore	8·1
Jenidah	16·0	Meharpore	7·6
Hajepore	15·9	Narail	7·2
Bhowanigunge	15·8	Mungledye	7·2
Jungipore	15·8	Goalundo	6·9
Burhee	15·8	Jugutsingapore	6·6
Luckimpore	15·7	Jowai	6·6
Supool	15·5	Raneegunge	6·5
Bhuddruck	15·3	Burpetta	5·9
Gobindpore	14·7	Magoorah	5·8
Satkheerah	14·6	Diamond Harbour	5·9
Aurangabad	14·5	Cutwa	5·3
Contai	14·5	Durbungha	5·1
Jumokandy	14·4	Barrackpore	4·8
Nasirnuggur	13·9	Chooadangah	3·3
Bood-Bood	13·8	Average period of confine- ment in all lock-ups ... }	14·4
Banka	13·7		
Maniekgunge	13·5		

The worst cases occur in lock-ups. Thus, in the lock-ups of Golaghat in Seebaugor, and Patuakhali in Backergunge, the average duration was forty days; at Jorehat (also in Seebaugor) it was thirty-three days; at Buxar, Hylakandi, Behar, Palamow, Barh, and Bettiah lock-ups, and the jail of Rajmehal, it was twenty-nine and thirty days; at Maldah, Deoghur, Doomka, Mymensing, Backergunge, and Dinagore jails, and at Dum-Dum, Khoordah, Pachamba, Bagirhat, and Madari-pore lock-ups, it was from twenty-five to twenty-seven days. These are the worst cases. On the other hand, at the Barrackpore and Chuadanga

lock-ups, and the Darjeeling Jail, and with the Europeans at Alipore, the average detention of a prisoner under-trial did not exceed five days.

The only lock-ups which contained a daily average of as many

Under-trial prisoners in lock-ups.

as ten under-trial prisoners were—

1. Buxar, dist.	Shahabad ... 17.99	9. Kontai, dist.	Midnapore 12.85
2. Bettiah „	Chumparun 16.53	10. Hajipore „	Tirhoot ... 12.33
3. Barh „	Patna ... 15.40	11. Behar „	Patna ... 12.25
4. Bagirhat „	Jessore ... 14.04	12. Jenidah „	Jessore ... 11.47
5. Palamow „	Lohardugga 13.92	13. Madaripore „	Backergunge 10.97
6. Sewan „	Sarun ... 13.40	14. Madhubanee „	Tirhoot ... 10.70
7. Sasseram „	Shahabad ... 13.20	15. Pachumba „	Hazareebagh 10.30
8. Tumlook „	Midnapore ... 13.01		

It will be seen that eight out of these fifteen lock-ups are in the Patna division. The aggregate daily average of all jails is 929, giving 16 to a jail, and of 87 lock-ups 533, giving 6.12 to each lock-up. The lock-ups which contain the fewest prisoners under trial are the following:—

1. Jowai, dist.	Khasi Hills 0.27	10. Jorehât, dist.	Sebsaugor ... 2.10
2. Burpettah „	Kamroop... 0.90	11. Barrackpore „	24-Perghs .. 2.12
3. Nulla „	Deoghur ... 1.10	12. Luckimpore „	Debrooghur ... 2.16
4. Chuadanga „	Nuddea ... 1.14	13. Diamond Hr. „	24-Perghs ... 2.22
5. Cutwa „	Burdwan ... 1.48	14. Khurdah „	Pooree ... 2.22
6. Terai „	Darjeeling 1.49	15. Juggutsingapore „	Cuttack ... 2.34
7. Goalundo „	Furreedpore 1.51	16. Lalbagh „	Moorshedabad 2.41
8. Magoorah „	Jessore ... 1.70	17. Meharpore „	Nuddea ... 2.44
9. Dhobree „	Goalparah 2.05		

Criminal cases of the classes known as cognizable by the police, and in which they may arrest without warrant, have been noticed in the Police Chapter, but there remain still the cases which are not so cognizable. Of this class there were 81,768 cases during the year, as against 73,899 in 1870. Process issued against 115,988 persons, of whom 81,894 appeared and 40,794, or about 50 per cent., were ultimately convicted. The cases show an increase mainly under the head of minor offences against the person in the Burdwan, Presidency, Rajshahye, Dacca, Chittagong, and Assam divisions, and also in the Sonthal Pergunnahs, but no satisfactory explanation of the cause of this has been given. In the Burdwan division, the non-cognizable cases amounted to 15,192, against 13,160 in 1870, showing an increase of 2,032, which is chiefly apparent under the heads of hurt and criminal force, in which alone there has been an increase of nearly 900 cases. The district of Beerbhoom shows an increase of nearly 350 criminal force cases, and a very far-fetched explanation is given by the late Magistrate, viz. that punishments being heavier, complainants push more cases to a judgment.

In the Rajshahye division the non-cognizable offences were 10,928, against 7,544 last year, but of the increase as many as 2,111 cases are due to income tax prosecutions. The large majority of these occurred in the district of Dinagepore, and in the Commissioner's opinion the action of the revenue authorities in instituting these cases was injudicious, the assessments that were made under the Act having been disgracefully

bad in this district. In the opinion of the Lieutenant-Governor a return of this kind was a scandal, reflecting most seriously on the administration of the district authorities, and explanation has been called for. It is, however, necessary to observe that out of 2,213 persons summoned in income tax cases in this district, only 591 were punished.

In the Dacca division cases of non-cognizable crime rose from 13,868 in 1870 to 18,769 cases in the year under review. The increase is partly ascribed to the diminution in the criminal institution stamp, and in some districts to the introduction of municipal rules involving many petty cases. It is also reported that while the figures of 1870 represent, under the instructions then in force, only cases ascertained to have occurred, those for 1871 include cases not inquired into and cases summarily dismissed under section 67 of the Criminal Procedure Code. Throughout the whole division cases of criminal force rose from 6,247 to 10,531.

The diminution of the institution stamp, alluded to above as one of the causes of the increase of non-cognizable cases, was brought about by section 18, Act VII of 1870, which reduced the amount from one rupee to 8 annas. This Act, which came into effect in April 1870, was in force throughout 1871. It was expected that the process fees, which under clause 2, section 20, are chargeable in the case of offences other than those for which police officers may arrest without warrant, would have more than made up for the difference between the cost of the new and the old institution stamp; but the necessary rules are still under discussion with the High Court, and until this is done the existing fees continue in force.

In dealing with the issue of processes in non-cognizable cases, another point arises for notice, namely, the difference of practice that prevails among the various district officers as to the issue of summonses in complaints preferred before them. In some districts there is no doubt that summonses are allowed to issue loosely, and without a proper sifting of the evidence on which the complaint rests. Thus in Sylhet out of 4,982 cases, process issued in 4,472 against 8,444 persons, but of these latter only 1,319 were convicted. In Mymensing, on the other hand, out of 3,191 cases instituted, as many as 1,615 were struck off as false or otherwise inadmissible, and in the cases that were accepted something under 60 per cent. of the number tried were convicted. In the districts of the Presidency division process issued in 9,934 cases out of 12,396 instituted, and out of 16,783 persons against whom process issued, 5,756 were convicted only—a result which seems to show that summonses were too readily issued, and that no proper examination of the complainant was made. These remarks apply with greater force to the district of Cuttack, where processes were issued in 1,426 out of 1,479 cases against 2,194 persons, of whom only 467 were prosecuted to a conviction. In Pooree a different state of things prevails, and a sufficient check seems to have been maintained on the issue of process, which was granted only in 663 cases out of 1,063 instituted; and out of 1,061 persons who were actually tried, 505

Difference of practice in districts as to the issue of process.

were convicted. In the Burdwan division the statistics of non-cognizable cases in the district of Beerbhoom show a want of care and discrimination in granting summonses—a fact which was also apparent in the figures of last year. In the present year process was issued in 2,257 cases out of 2,272 instituted, but the convictions numbered only 833 against 804 acquittals and discharges. In the districts of the Bhaugulpore division 278 cases were summarily rejected, but process issued in 1,158 cases against 2,414 persons, and of these only 17·1 per cent. were found guilty. These unsatisfactory results are most conspicuous in the Monghyr district, where 1,189 persons were served with processes in the 441 cases taken up. Only 250 persons, however, appeared, and of these 128 were convicted and the remainder acquitted or discharged.

There were 42,693 cases of criminal force or assault, and the divisions in which this class of petty offence is most prevalent are Dacca, Chittagong, Presidency, Burdwan, and Rajshahye; in the Behar division petty assaults are very few in number. In the Chittagong division, out of 6,424 non-cognizable crimes as many as 3,466 fell under this denomination, and in the Dacca division assault cases stood at 10,531 against a total of 18,525 non-cognizable cases of all kinds. The following districts in the above two divisions are those in which this class of offence chiefly prevails:—

1871.			1870.		
Districts.		Number of institutions.	Districts.		Number of institutions.
Sylhet	...	3,758	Sylhet	...	2,757
Dacca	...	2,536	Tipperah	...	2,434
Backergunge	...	2,105	Mymensing	...	2,209
Tipperah	...	1,993	Backergunge	...	2,199
Furreedpore	...	1,482	Dacca	...	1,970
Noakhally	...	1,154	Chittagong	...	1,511
Mymensing	...	894	Noakhally	...	777
Chittagong	...	859	Furreedpore	...	1,304
Total	...	14,781	Total	...	15,161

The number of institutions in Sylhet, and the prominent position which it occupies in the list for both years, show clearly the quarrelsome character of its inhabitants.

As regards cases of simple mischief, the Dacca division, with 1,064 institutions, easily takes precedence of all others; the Chittagong division comes next with 610 institutions, and after it the Rajshahye and Presidency divisions respectively. In Bhaugulpore there were 287 such cases, and in Patna only 91. No explanation is given of the large number of cases of mischief in the Dacca division, but it is worthy of notice that the districts in this commissionership occupy the first rank in cases of petty violence against property as well as in those against the person.

The divisions in which prosecutions for public and local nuisances are most prevalent are naturally those in which the greatest number of municipalities have been established, though on the other hand the Presidency division, in which there are more municipalities by far than any other, does not occupy the first place in the list. The Burdwan division comes first with 1,670 cases, and next to it Patna with 1,429. Chittagong occupies the lowest place with only 28 institutions, and Orissa comes next above it with only 84. The fact seems to be, that the conservancy provisions are not very rigorously enforced in those municipalities established under Act VI (B. C.) of 1868, while they are in full force in those constituted under Act III (B. C.) of 1864. This will account for the prominent position of the Burdwan division, in which there are six of these latter municipalities, and of the Patna division, in which there is one very large municipality of this class, viz. Patna City.

The frequency of offences against the marriage laws in the districts of the Dacca division, as manifested in the crime report for 1870, attracted the attention of Government. The number of charges made, the proportionately small number of persons accused who were brought to trial, and still smaller proportion of convictions, seemed to show that a want was felt somewhere in the laws relating to marriage; that the evil was on the increase; and that a persistent attempt was being made to bring some social offence under the criminal law, which the scanty number of convictions showed to be not properly applicable. Further correspondence with the Commissioner of Dacca brought to light that the majority of cases were laid under section 498 of the Penal Code for enticing away a woman with criminal intent, and not for simple adultery, the reason alleged being that offences under that section could be disposed of by the Magistrate without a committal to the sessions. The class of people who preferred these charges were lower class Mahomedans, especially boatmen, whose prolonged and constant absence from their homes very much conduced to infidelity on the part of their wives. The paucity of convictions to charges was accounted for in different ways; sometimes the woman returned to her husband, sometimes the alleged married woman was really nothing else than a kept prostitute. Often strict proof of the marriage, such as the Magistrate asserted that the High Court had declared to be necessary, was not forthcoming, in other cases a divorce was pleaded and proved or half proved, or false evidence was brought as to the abduction, and so the case was discredited. The case in which the High Court required strict proof of marriage was one in which Christians were the parties concerned, and it was pointed out that according to the Mahomedan law a presumption of marriage arises much more easily, and equally complete proof is not necessary. It was in the Lieutenant-Governor's opinion a matter for regret that adultery had not by the new Criminal Procedure Code been made punishable by a Magistrate; for the offence under section 498 being much less simple, led the parties into difficulties. The Commissioner has been desired to make special inquiry during his cold weather tour as to

this class of offence, especially as it affects Mahomedans, and to ascertain whether the people feel themselves aggrieved or think they do not get justice done them.

During the year under review the statistics of this offence in the districts of the Dacca division were as follows :—

		Cases.	Persons against whom process issued.	Convicted.
Backergunge	...	278	362	11
Sylhet	...	260	198	5
Dacca	...	172	184	15
Furreedpore	...	111	181	9
Mymensing	...	73	96	4

Notwithstanding, however, the unsatisfactory result which the above return shows on paper, the local authorities state that in many cases substantial justice is done by the absconding wife being made over to the husband even when no case lies against any abductor; and thus the main object of the institution of the complaint being attained, the prosecution is abandoned. The whole question, however, of the prevalence of these offences in the eastern districts, is under inquiry.

As it had been alleged that the difficulty felt in proving a marriage was one of the reasons why these offences so often broke down, inquiry was made whether Mahomedan marriages and divorces were registered by any sort of Cazeer. The replies as yet received from the Commissioners of the Dacca, Chittagong, Presidency, Cooch Behar, Assam, Patna, and Orissa divisions, show that this is nowhere the custom in the several districts under them.

The Coroner's Act IV of 1871, makes it imperatively the duty

Duties of Coroner of Calcutta.

of the Coroner to hold an inquest on all cases *reported* to him under section 8.

The Calcutta Coroner complained that it was impossible for him to comply with such a provision, even if he were relieved of his duties as a Magistrate of the Calcutta Police. He was informed that there is nothing in the law to compel the police or anybody else to inform the Coroner of every case of accidental or sudden death, and that a discretion is thus placed with the executive, who can give or withhold the information, keeping in view both the convenience of the Coroner and the furtherance of the ends of justice. The Commissioner of Police, Calcutta, was accordingly instructed to dispose of, in accordance with former practice, all simple cases of accidental death, and to report to the Coroner only cases open to suspicion, or really needing inquiry, the promulgation of the new law having made no change in this respect. The Coroner was also given to understand that in all cases thus reported to him, it would be his duty to hold a regular inquest, even when he should have no doubt that the death resulted from pure accident. Certain cases of accidental deaths in Fort William having been disposed of by the military authorities without reference to the Coroner, the Brigadier-General commanding the Presidency division was requested to issue instructions to the officers commanding the regiments in the Fort to report to the Coroner all cases *requiring an inquest*, all simple

cases in which there is no reasonable suspicion regarding the cause of death being disposed of by the military authorities themselves.

The Judicial Commissioner of Chota Nagpore brought to notice an alteration in procedure introduced by Act VIII of 1869, which had not been found to work well in that province.

Proposed omission or amendment of section 445B of the Criminal Procedure Code.

When the South-West Frontier Agency was first formed, district officers were empowered in the criminal department to try all but the most heinous cases, and pass sentences of imprisonment up to seven years, and this power was exercised till the passing of the Penal and Criminal Procedure Codes, by which it was suspended and superseded. Act XV of 1862, however, again enabled all district officers in the Non-regulation Provinces to try all cases not punishable with death, passing sentences as before to seven years.

Under this procedure, by having one instead of two trials, witnesses were less harassed, and there was less chance of failure of justice from the inability of the police to trace witnesses who might not be forthcoming at a Sessions trial. When the Procedure Code was amended by Act VIII of 1869, Act XV of 1862 was re-enacted in section 445A, but the utility of this provision was nullified by section 445B, under which the district officers in the Non-regulation Provinces could not try cases triable by the Court of Sessions only, except as Sessions Judges under the procedure laid down in Chapter XXV. This entailed two trials, and gave extra work to officers who had not time to devote to it. Again, under the old system the Deputy Commissioner on tour could hear and at once dispose of cases brought before him. Now, if the case was one triable by the Sessions Court only, it had to go to the sudder station for preliminary inquiry and formal commitment before a Deputy Commissioner could take it up as a Sessions Judge. In these circumstances the Judicial Commissioner recommended that section 445B be omitted from the Criminal Procedure Code, or that it might be so amended that Government might have the power to direct the mode in which trials under section 445A should be conducted. The Lieutenant-Governor quite concurred in Colonel Davies' views, and strongly recommended his proposal for the favourable consideration of the Government of India. The proposal has been adopted in the new Code of Criminal Procedure.

While the Bill to amend the Code of Criminal Procedure was under the consideration of the Legislature, the Lieutenant-Governor took occasion to point out the defects in the provisions of the chapter relating to lunatics, and asked for an amendment of the law.

Defect in the Code of Criminal Procedure regarding criminal lunatics, amended.

Numerous cases occur in which persons, under the influence of gunja or other drugs, become insane, and during their insanity commit heinous and violent crimes. On being brought to trial before the courts, they are acquitted on the ground of insanity; and in several cases in which this verdict has been returned, the circumstances were such as to make it very doubtful whether the plea had much to justify it. In the

interior specially, it must often be difficult to distinguish between cases of real and counterfeit insanity. On their acquittal the accused are sent to the lunatic asylums for confinement and treatment. Here, under enforced abstinence from drugs and with proper treatment, they are restored in time to soundness of mind. As the law stood, the Government was compelled, whenever the visitors of the asylums or a special commission declared them to be sane, to release them, no matter what might have been the nature of their crime or the circumstances of the case. In doing so danger was incurred, for they are almost certain to revert to their old habits, and the possibility of a recurrence of crime made Government very reluctant to sanction their release. The Lieutenant-Governor therefore proposed that Government should have a discretion to confine criminal lunatics guilty of heinous crimes even after the authorities of the asylum considered them to be sane, and that the circumstances of each case should be carefully considered before release is granted to men who have committed murder or serious assaults.

These views have been adopted by the Legislature, and the law on the point has been accordingly amended in the new Code of Criminal Procedure, section 433, Act X of 1872.

Rules were passed during the year for regulating the payment by Government of the expenses of complainants and witnesses (1) in cases where the prosecution is instituted or carried on by or under the orders, or with the sanction of, the Government, or any Judge, Magistrate, or other public officer, or in which it shall appear to the presiding officer to be directly in furtherance of the interests of the public service; (2) in all cases entered in column 5 of the schedule appended to the Criminal Procedure Code as not bailable; and (3) of witnesses in all cases in which they are compelled by the Magistrate to attend under the provisions of section 263 of the Code.

Witnesses summoned under section 262, Criminal Procedure Code, in petty cases will not be paid except when the prosecution seems to the presiding officers to be in furtherance of the interests of public justice.

The rates of payment are—for the ordinary laboring class of natives, two annas per diem, together with actual railway fare by the lowest class; for natives of higher rank in life, third class railway fare and four annas per diem for subsistence; for Europeans and others not being natives, second class railway fare and a sum not exceeding one rupee per diem for subsistence; for witnesses following any profession, such as medicine or law, a special allowance according to circumstances; for Government servants, actual travelling expenses, only.

In April last, the manner in which the investigations into certain railway accidents had been conducted attracted the attention of the Lieutenant-Governor, and induced the belief that the instructions conveyed in a circular of the 8th September 1865 were neglected. That circular required the District Superintendent and the Magistrate to hold an inquiry into every serious accident,—a duty which was subsequently and specially reserved for them when the Government railway police were organized in the following year.

In reminding local officers of their duties with respect to this circular, His Honor also promulgated the following additional rules:—

“In every case of a serious railway accident the local District Superintendent will either go at once to the spot in person, or obtain the immediate order of the Magistrate of the district, and the local officers of police will conduct the inquiry in concert with the officers of railway police.

“Magistrates will hold a judicial inquiry into every case in which loss of life occurs, and into other cases of a very serious or dangerous character.”

It was at the same time impressed upon local officers that the Code of Criminal Procedure prescribed an inquiry into all cases of unnatural death, and that the special instructions now given were by no means intended to supersede this provision of the general law.

The Inspector-General of Police was told that, notwithstanding the above orders, the railway police would still be required to make immediate inquiry into all accidents, but that they should at the same time convey information of what had occurred to the district police, or the Magistrate by whom the formal inquiry would be held. At the same time it was held that in cases of no very serious character it would be sufficient for the district police to watch the proceedings of the railway police without taking up the investigation.

It was also settled that the responsibility for prosecuting railway servants guilty of breaches of railway law should rest with the heads of the departments of the Railway Company, who might either take action directly or set in motion the Assistant Inspector-General of Railway Police. At the same time it was explained that the duty of the superior officers of the Government Police to take up serious cases in any way brought to their notice still remained.

In the beginning of the year the Commissioner of Patna reported a very serious case of rioting in Tirhoot, arising out of a quarrel about the possession of some land in Hursingpore. It resulted in the apprehension of 76 men, a great number of whom were sentenced to different periods of imprisonment. The Commissioner, at the instance of the Magistrate, recommended that a small force of special police should be quartered on the village at the expense of the inhabitants under section 15, Act V of 1861. Before sanctioning the proposal, the Lieutenant-Governor called for a fuller and more satisfactory explanation of the facts which led to the riot. All that could as yet be gathered was that the Benipore factory, which owned a fractional share in the Hursingpore village, had in the previous year cultivated the disputed land, but that recently, on a division of the village lands made by the Collector, the land in dispute fell into the share of the other owners. The factory, still claiming to hold it as *ryots*, attempted to plough it with a large number of men and ploughs, and were resisted by the other party. Throughout the report the Lieutenant-Governor saw traces of a disposition to take too superficial a view of the facts that led to such riots—a

Indigo disturbances in the district of Tirhoot.

disposition to consider the mere fact of breaking the peace in resisting attempts of indigo planters and others to sow lands as conclusive without going into the much more radical question of how far the attempt forcibly to plough the land in opposition to the wishes of the other party was justified, and to whose original fault the breach of the peace was due.

A further report on these and other points was called for from the Commissioner and submitted by him. The case appeared to be by no means so clear in favour of the factory as the local officers had thought. Looking to the position of one party as proprietors and of the other who were indigo planters, lately farmers, and now claiming as ryots under an extremely doubtful title, the Lieutenant-Governor thought that there was so much cause for the disturbance, that he was unable to sanction the proposal for quartering special police on the village at the expense of the inhabitants on account of the breach of peace which had occurred. But the villagers were informed that since the local Magistrates had decided the point of possession in favour of the factory, they must not interfere with that decision otherwise than by seeking in the courts any remedy to which they were entitled, and that if they resisted the Magistrate's order, special police might yet be quartered on the village at their expense.

These orders were passed in June 1871. In November the Lieutenant-Governor, on visiting the district, looked into the papers of the case with those of another, which happened about the same time between the same parties and regarding the same lands. In the first case, which occurred in January, some of the party opposed to the factory were committed for rioting and dacoity (so called), convicted by the Judge, and severely punished; but the High Court overturned that decision and most distinctly ruled that the prisoners' party were in possession, and were only using the right of private defence. They accordingly released all the prisoners save one, upon whom a smaller sentence was passed for having exceeded reasonable right of private defence by inflicting a wound. In the second case a large number of prisoners were convicted by the Magistrate and Assistant Magistrate, and in this case appeal lay to the Judge and not to the High Court. The Judge upheld the appeal as he had upheld the commitment in the first case. Thus there were two cases precisely similar, in one of which the High Court had quashed the conviction and ruled that the prisoners' party were in the right, while in the other there was no appeal and no fewer than 47 persons, the proprietors and their followers, had been subjected to very heavy punishments. It was not for the Lieutenant-Governor to decide whether the Magistrate and Judge were right in law, though, after the decision of the High Court, he might almost assume that they were wrong; but as regards the severity of the sentence, His Honor felt that there was at least much excuse for the prisoners, and that they were probably to a great extent morally in the right, as having a right to their own lands, even if (contrary to the High Court's finding) they could be supposed to have asserted their right in an illegal way. It was clear that the factory had due notice that their possession was disputed, and that they attempted to resume possession

by force. On the day of the riot the factory servants had been driven off, it appeared, without much serious collision. It was some hours later in the day when the factory people, taking the law into their own hands, again attempted to sow down the land, that the collision resulted. The Magistrate, who soon after appeared on the scene, was also opposed, but there seemed to be no doubt that this opposition was in the belief that he was a planter come on the same errand. The unfortunate men were sentenced to long terms of rigorous imprisonment; some of them were old men of a better condition of life, and no less than nine of them had already died—a horrible expiation of their supposed offence. Of the rest, the majority had been nine months in prison. The Lieutenant-Governor thought that they had paid more than heavily enough for any offence they had committed, if there were any offence, and he therefore remitted the remainder of the sentence of all of them except the man whose sentence had been upheld by the High Court, and directed their release.

The Government of India asked the Local Governments to consider whether some arrangements could not be made by which the cost of maintaining the special agency of Cantonment Magistrates in certain places might be saved. There are three Cantonment Magistrates in the Lower Provinces, viz. at Dinapore, Dum-Dum, and Barrackpore. The necessity for such an officer at the first-mentioned place was admitted by the Government of India. As regards Barrackpore and Dum-Dum, the Government of India was informed that both of these places have been made the head-quarters of a small sub-division with a jurisdiction beyond cantonment limits, and the Cantonment Magistrate is in each place the sub-divisional officer as well as the Small Cause Court Judge. The Cantonment Magistrate of Barrackpore has sufficient work in the cantonment besides what he does out of it in his capacity of sub-divisional officer. The work of Dum-Dum is not so heavy, but the cantonment is an important one, and it was pointed out that much inconvenience would result if no Magistrate were posted there.

In two cases which occurred during the year, the Lieutenant-Governor had occasion to notice illegal attempts on the part of young native Moonsiffs to bring the action of Magistrates within their judicial cognizance. In one case the Moonsiff gave a decree against a Magistrate for damages on account of words used by him when his language was protected by the fact that he was acting judicially. In the other a grave public scandal was occasioned by an attempt on the part of the Moonsiff to arrest the Joint-Magistrate of the station in a suit for damages amounting to Rs. 10 on account of his executive action. In this last case the Lieutenant-Governor felt constrained to remove the Moonsiff from the service of Government. Lately, a full year having passed since his removal, the Lieutenant-Governor has intimated to the High Court that he would not object to the man's re-employment if he was otherwise deserving.

PRISONS.

At the commencement of the year Dr. Fawcus filled the office of Inspector-General of Jails, and when sickness compelled him to take leave to England, Dr. Payne undertook his duties for a time, and was shortly afterwards succeeded by Mr. Heeley, an officer of the judicial branch, the present incumbent of the appointment.

The record of inspection work performed in the year is as follows :

Inspection tours.

Dr. Fawcus in January visited the Pooree, Cuttack, Balasore, and Midnapore jails, and the lock-ups at Khoorda, Bhuddruck, Serampore, and Barrackpore. During the period Dr. Payne held temporary charge of the office of Inspector-General of Jails, he was unable to perform any inspection work, owing to his being kept in Calcutta by other important duties. The work of inspection was consequently not resumed till Mr. Heeley joined. This officer, on the 7th August, left Calcutta, and inspected on his first tour the jails of Hooghly, Burdwan, Bancoorah, Berhampore, Rajmehal, Bhangulpore, district and central, Monghyr, Purneah, and Patna, and the lock-ups at Serampore, Chalteah, City Moorshedabad, Pakour, and Barrh. This tour was intended to embrace the Rajshahye and Maldah jails, but the inundated state of the country rendered this impossible at that season of the year. After a brief return to head-quarters, he set out again early in September, and visited the two jails at Midnapore, the jail at Bancoorah, the three jails of Hazareebaugh, the encampment at Dehree, the jails at Gya and Arrah, and the lock-ups at Gurbetta, Govindpore, Burhee, Shergotty, Aurungabad, Sasseram, and Buxar.

In December the Inspector-General inspected Howrah, and frequent visits were also made by both

Sum total of inspections.

his predecessors and himself to the metropolitan jails of Alipore, the Presidency, and Russa. Thus the sum total of jails inspected in the year has been 26, and 15 lock-ups, against 25 jails and 7 lock-ups in the previous year, which is as much as could well be done when half the year only was available for inspection.

During the year under review changes of a radical nature, result-

Jails as places of punishment.

ing from the altered policy which the present Lieutenant-Governor has thought it right to adopt, have been effected in jail administration, and the principles which His Honor considers should guide this important department have been enumerated in various minutes. Thus in appointing Mr. Heeley, a judicial officer of experience, to officiate as Inspector-General of Jails, a principal object which the Lieutenant-Governor had in view was that he should look into the subject from

what might be called a judicial point of view : that is, he should ascertain whether the objects for which judicial sentences are passed, viz. the due punishment of crime and prevention of future crime, are attained; or if there are defects in this respect, he should devise a remedy.

In the same minute Mr. Campbell expressed his opinion that manufactures and sanitary considerations had been too exclusively looked to; that the judicial side of the jail questions (*i.e.*, the penal effect of imprisonment and its concomitants) had been more or less lost sight of; that the punishment of short-term prisoners was not sufficiently stinging; that in sub-divisional lock-ups especially, there was no punishment except restraint; that skilled workmen were put on labour which was more profitable than penal; that educated prisoners, whatever their crimes, were promoted to easy places of trust; that prisons were generally made too comfortable; and that classification scarcely existed. On another occasion Mr. Campbell noted with dissatisfaction the laxity of discipline among the paid warders; and in a third minute he condemned the existing jails as totally unsuited to any proper system of classification, describing a Bengal jail as "a complete liberty hall;" he disapproved of the hiring out of prisoners to municipalities and private persons, the insufficient separation of under-trial prisoners from prisoners under sentence, and the inadequacy of the existing guards to prevent outbreaks; and he expressed his general policy as follows—"I think that upon the whole the best course will be to push on rapidly the central jails now in course of construction; to employ a large number of prisoners on those jails and on the canal works at Dehree; and to do what we can to make safe and capable of discipline the Alipore Jail, which is in fact a great central jail without any of the appliances of a central jail. The arrangements proposed would withdraw a large number of prisoners from the ordinary jails, and I would then take advantage of the reduction of numbers to make the existing jails, or as many of them as are in any way tolerable, serve our purpose for the present as well as may be, instead of attempting to build new-fashioned jails all over the country at once. With reduced numbers we may at any rate provide separate wards for under-trial prisoners, and perhaps for one or two other classes whom it is desirable to keep separate."

Defects existed also in the arrangements of the jails themselves,

Improvements in jails in Bengal.

and after having seen a good many of the jails in Bengal, the Lieutenant-Governor was more than ever convinced of the great difficulties that exist for the segregation of the several classes of prisoners, as well as of prisoners under trial, from convicted prisoners. Partitions have been so universally cleared away, the enclosures have been so generally thrown into one, and all attempt at separation of prisoners in separate yards has been so completely abandoned, that to introduce anything like the regular system prevailing in other provinces of India and other countries, the work will have to be entered on afresh. The large commissions, moreover, allowed to jailors have led them to consider their charges as really manufacturing establishments, and prisoners as people

to be indulged so long as they keep the manufacture going. It also appears that extramural labour has been allowed, whenever it is profitable, by prisoners being hired out to municipalities, and even to private persons. A stop has been put to these practices in all cases except in those places where extramural employment of this kind has been specially sanctioned.

Where there is an attempt to separate under-trial from convicted prisoners, the common practice has been to keep the under-trial and non-labouring prisoners together. These non-labouring prisoners are for the most part men confined as notorious bad characters in default of security, and are certainly the worst companions for under-trial or any other prisoners. It was therefore absolutely necessary that immediate arrangements should be made to keep the under-trial prisoners entirely separate. It further did not appear that in working hours the convicted prisoners are classified with any reference whatever to their offences; they are only arranged with reference to their working capacities. At night they are necessarily locked up in separate barracks, and some attempt at classification sometimes is or may be made.

After full and careful consideration of the whole matter, it was decided to push on rapidly the central jails now in course of construction; to employ a large number of prisoners on those jails, and on the canal works at Dehree, and to take every possible step for making safe and capable of discipline the Alipore Jail, which is in fact a great central jail without any of the appliances of a central jail. Too great masses of dangerous prisoners are now herded together at Alipore, and they are employed in large numbers in the mill and on other works entirely outside the walls. It has also been proposed to withdraw a large number of prisoners from the ordinary jails, and to take advantage of the reduction of numbers to make the existing jails, or as many of them as are in any way tolerable, serve present purposes as well as may be, instead of attempting to build new-fashioned jails all over the country at once. With a reduced number, separate wards would at any rate be provided for under-trial prisoners, and perhaps for one or two other classes whom it is desirable to keep separate.

Late in the year the Lieutenant-Governor took the important step of placing the district jails of Bengal immediately under the control of the Jail officers. Magistrates of districts, who have previously been, in common with other civil officers, only in the position of official visitors. This measure, during the short time it has been in operation, has, in the opinion of the Inspector-General, been attended with important and useful results, one being that it places both the jail and police departments under one head, thus putting a stop to many disputes which have hitherto somewhat frequently arisen.

Another important change, connected with the magisterial supervision of jails, is the power of the Magistrate to choose as jail officer a subordinate of his own profession, instead of a medical man, in cases where the medical officer of the

^{Jail officer not to be necessarily a medical man.}

station is not regarded as of sufficient experience or utility to conduct the duties of the post efficiently. It would seem from some criticisms that this step is regarded as a backward one, and it is described as equivalent to "taking away the charge of jails from the civil surgeons." Now, as the jail administration of Bengal has undoubtedly improved under the civil surgeons, this description, if admitted, would be sufficient to condemn the measure. But in point of fact, the very order of Government which published the Lieutenant-Governor's resolution, put Dr. Simpson in charge of the Patna Jail in place of the Joint-Magistrate, and Dr. Coates in charge of the Moorshedabad Jail in place of the Joint-Magistrate; while only one case has occurred of a magisterial officer superseding a civil surgeon, and that only temporarily and under circumstances which imperatively required the change. All that the Lieutenant-Governor's order does, is to affirm the principle that the jail shall be put under the best man available, without reference to the particular post which he occupies, and this principle was contended for by Dr. Mouat himself at the very time when he obtained the sanction of the Government to the general transference of jail charges to medical officers, though he was overruled by the late Lieutenant-Governor, who feared that unpleasant questions of a personal nature might arise. In point of fact, the civil medical officer does not always or necessarily possess the qualifications requisite for a good jail officer, and the absence of those qualifications is even compatible with high professional excellence. He is sure to insist upon proper diet and sanitation, to see that prisoners are not put upon tasks beyond their strength, or punished in a way that may injure their health; but these duties he is equally bound to perform as officer in medical charge; and for the other duties of administration, the carrying out of discipline, the supervision of accounts, and so on, he is probably not so competent as a civilian or Deputy Magistrate. One qualification he often has which the other is generally without,—namely, leisure; and that is generally sufficient to turn the scale. A medical officer often can, and does with praiseworthy zeal, devote some hours daily to jail work. Without daily superintendence his position is of very little use; and this daily superintendence is precisely what no civil officer, except in a few favoured stations, can give. So long as this is the case, there is very little fear of a general supplanting of medical officers by civil executive officers in the charge of jails.

Under section 3 of the Jail Code, Commissioners of Divisions, Sessions Judges, and the Judicial Commissioners in Non-Regulation districts, are ex-officio visitors of the jails in their respective jurisdictions; but no special provision was made for central jails, although it was apparently intended that the officers above named should be visitors of all the jails in their jurisdiction.

With a view, however, to remove all doubts on the point, a circular was issued declaring that the Commissioners of Divisions, Judges of Districts, Judicial Commissioners of Chota Nagpore and Assam, the Deputy Commissioner of Sonthal Pergunnahs, and Magistrates and Deputy Commissioners of districts, are ex-officio visitors of *all* jails,

district and central, and of all lock-ups within their respective jurisdictions. It was also declared that the Joint-Magistrate or Senior Assistant Commissioner of each station at which there is a central jail shall be ex-officio a visitor of such *central* jail, and as the general charge of the district jails was placed under Magistrates or Deputy Commissioners by the resolution of 15th December 1871, Joint-Magistrates and Assistant Commissioners will cease to be visitors of such jails. The Magistrate or Deputy Commissioner may, however, depute the Joint-Magistrate or Assistant Commissioner to visit the jail whenever he pleases, and assign to him any duty in connection with it.

Jails are classified according to the average number of prisoners

Revised classification of the Jails in the Lower Provinces.

<i>First Class.</i>	<i>Third Class.</i>	<i>Fourth Class.</i>
1. Rajshahye.	1. Sarun.	18. Lohardugga.
2. Dacca	2. Shahabad.	19. Durrung.
3. Hooghly.	3. Chumparun.	
	4. Monghyr.	
	5. Purneah.	
<i>Second Class.</i>	6. Pubna.	
	7. Rungpore.	
1. Meetaopore.	8. Moorsshedabad.	
2. Gya.	9. Chittagong.	
3. Tirhoot.	10. Tipperah.	
4. Dinagepore.	11. Noakhally.	
5. Furreedpore.	12. Burdwan.	
6. Sylhet.	13. Bancoorah.	
7. Mymensing.	14. Barasot.	
8. Backergunge.	15. Beerbhoom.	
9. Nuddea.	16. Cuttaek.	
10. Jessore.	17. Balasore.	

and the pay of the jailors, and the rest of the establishment is ordinarily regulated by these classes. A claim put forward by a medical officer in charge of a jail to a higher allowance in consequence of the increased number of prisoners having raised it to a higher class, the Inspector-General of Jails was called on to submit a general state-

ment showing whether any other jails had undergone a transition from one class to another since their classification in Government resolution of the 24th November 1868. As the result showed that one jail had risen from the second to the first class, that five had fallen from the first to the second class, eight from the second to the third class, and six from the third to the fourth class, a re-classification became necessary. This was made and is shown on the margin.

The subjoined table gives a summary of the sanitary results for the whole year on all classes of the jail population, and compares them with the results for two preceding years:—

	1869.	1870.	1871.
Average population ...	19,087	18,701	17,692
Admissions on account of sickness	25,317	21,938	21,495
Average sick ..	729.02	650.83	660.01
Percentage of admissions to population ...	133.00	117.30	121.49
Average sick per cent. of average population ...	4.0	3.48	3.73
Deaths ...	1,001	844	718
Death-rate to 100 prisoners ...	5.24	4.51	4.05

Mortality in 1871 from principal diseases.

The mortality from the most important diseases was as follows:—

		Number of deaths.		Percentage to total number of deaths.
Cholera	...	56	...	7·80
Dysentery	...	238	...	33·17
Diarrhoea	...	64	...	8·91
Fever	...	72	...	10·02
Phthisis	...	63	...	8·77

Cholera was sporadic throughout the year; in October sixteen died, but the deaths during the rest of the year were so few that no inference can be drawn from the jail statistics in this respect. Dysentery rose during a wet May and June, and fell again in July, but the mean of nineteen deaths per month was only exceeded in the last three months of the year. The change between September (16 deaths) and October (41 deaths) is remarkable. Diarrhoea was pretty constant throughout the year, except that it rose to nearly four times the mean rate in November; while from fever the deaths did not display much fluctuation, though the admissions were far more numerous during the latter part of the rainy season.

In the jails of North Behar, which include those of the Tirhoot, Chumparun, and Sarun districts, the most remarkable feature was the outbreak of dysentery which occurred at Tirhoot at the close of the rains and carried off 45 persons. The jail was at this season much overcrowded, and its sanitary conditions are not at the best of times first rate, but in 1870 there were only 19 deaths, in 1869 only 22, while in 1871 there were as many as 59.

The jails of South Behar, which comprise those of the three districts of the Patna division south of the Ganges, as well as Monghyr and Bhaugulpore, are generally healthier than those of North Behar. In the Patna jail cholera is said to be endemic, and an outbreak occurred in November, but not of a severe type, and which was probably due to overcrowding. The prisoners were transferred to the deserted jail at Deegah, their sleeping barracks were fumigated, and the outbreak was soon suppressed. There were only 4 fatal cases altogether.

At Midnapore, the prisoners have been employed in out-door work for the central jail; they have suffered from lung disease, to which 13 deaths are ascribed, and which were due partly to overcrowding in the sleeping barracks, which were also said to be ill ventilated.

The district jails of Purneah, Maldah, Dinagepore, Rungpore, Bograh, and Julpigoree, all suffer much from intermittent fever, a sickness of which these districts may be said to be the very home. Purneah was the healthiest of them, and Julpigoree the most sickly. In the

latter there were 16 deaths out of an average of 83 prisoners, mainly from diarrhœa and fever.

The Assam jails have always had a bad character for malária, and the sickness rate was during the past year very high, and in every jail exceeded the general average. It is ascribed by the medical officers of Assam to extramural labours in a damp climate. The high death-rate was mainly due to cholera, which broke out at Nowgong in October, and in Kamroop both in that month and June.

The jails in the districts of Burdwan and Hooghly suffered from the epidemic fever, the ravages of which are now notorious. In Burdwan, in the month of December, nearly one-fifth of the jail population was under treatment in hospitals. In Hooghly, besides the fever, there were 8 fatal cases of cholera out of 13 attacked in the month of October, and when this disease prevails in the town, it is said to be impossible to keep it out of the jail.

The new scale of diet for Europeans and Eurasians, recommended by Dr. Mouat, and which was finally sanctioned in July 1870, was found too full for prisoners working in cells or at sedentary occupations, and a plan for cell diet, on the scale noted in the margin, was accordingly drawn out, and the sanction of Government obtained to its substitution for the ordinary European diet. The prisoners, it is said, lose weight under it, but not health, and at the beginning of the year under review the diet was sanctioned permanently for refractory European prisoners.

Diet. Modified scale of cell diet for such European, American, and Eurasian prisoners as may be refractory.		
Breakfast.	Dinner.	Supper.
Milk 8 oz. Bread 4 " Soojee 2 " Sugar $\frac{1}{2}$ "	Meat (with bone, uncooked) 8 oz. Vegetables 8 " Salt $\frac{1}{2}$ "	Soojee 2 oz. Bread 4 " Sugar $\frac{1}{2}$ "
Soojee and milk to be cooked together with water to make a pint of gruel.	Beef to be issued 5 times a week, mutton twice a week. Meat and vegetables to be cooked together as broth. Vegetables to be rice, onions, &c.	Soojee to be boiled with water to make one pint of gruel.

under it, but not health, and at the beginning of the year under review the diet was sanctioned permanently for refractory European prisoners.

Ordinary diet for native prisoners.

The ordinary diet for natives is as follows:—

Non-labouring Bengalis, Uryas, and Assamese, on Sundays, Mondays, Wednesdays, and Fridays, receive 9 chittacks rice, 3 chittacks dāl, 2 chittacks vegetables, $\frac{1}{3}$ chittack oil, $\frac{1}{4}$ chittack salt, and $\frac{1}{4}$ chittack condiments: in all $14\frac{1}{2}$ chittacks of food. On the other days of the week, 4 chittacks vegetables and 1 chittack dāl are issued instead of 2 chittacks of former and 3 chittacks of latter, the other articles being the same.

Prisoners of this class sentenced to rigorous imprisonment receive 10 chittacks rice, 2 chittacks dāl, 2 chittacks vegetables, 2 chittacks animal food; oil, salt, and condiments same as non-labourers: total $16\frac{1}{2}$ chittacks. This is alternated as above by substituting 2 chittacks dāl

for the animal food, and giving 4 chittacks instead of 2 chittacks vegetables, other articles being the same.

For non-labouring natives of Behar, North-Western Provinces, and Punjab, are issued 5 chittacks rice, 4 chittacks attah, 2 chittacks dāl, 3 chittacks vegetables; oil, salt, and condiments same as for Bengalis: total $14\frac{1}{2}$ chittacks. The alternate days' meals are varied by increasing the quantity of dāl by 1 chittack and decreasing the weight of vegetables to the same extent. The labouring prisoners receive 6 chittacks rice, 1 chittack dāl, and 5 chittacks of attah, 2 chittacks of vegetables, and 2 chittacks of animal food; the weight of salt is $\frac{7}{4}$ of a chittack; oil and condiments the same: total $16\frac{1}{2}$ chittacks, varied by increasing the ration of dāl to 3 chittacks, and omitting the animal food on alternate days.

Coles, Sonthals, Garos, and all hillmen sentenced to simple imprisonment, are given 10 chittacks rice, 2 chittacks of vegetables, and 2 chittacks of animal food; oil, salt, and condiments the same as for Bengalis: total $14\frac{1}{2}$ chittacks. On alternate days they receive only 9 chittacks rice, no animal food, and 5 instead of 2 chittacks vegetables. The *labouring* scale for this class consists of 10 chittacks rice, 4 chittacks vegetables, 2 chittacks animal food, and the other articles same as non-labourers; alternated by increasing allowance of vegetables to 5 chittacks, and decreasing the animal food to 1 chittack.

Non-labouring Mughls and Chinamen are allowed 11 chittacks rice, 2 chittacks animal food, $\frac{1}{2}$ chittack gnapee, $\frac{7}{4}$ chittacks salt, and $\frac{1}{4}$ chittack condiments: total $15\frac{1}{4}$ chittacks. The labourers get 12 chittacks rice, 2 chittacks vegetables, 2 chittacks animal food, $\frac{1}{2}$ chittack gnapee, $\frac{1}{4}$ chittack salt, and $\frac{1}{4}$ chittack condiments: total 17 chittacks. On alternate days they receive an extra chittack of vegetables, but 1 chittack less of animal food, other articles being the same.

There is also a strictly penal diet, which was sanctioned some years ago, and is now occasionally used in many jails. It reduces the food (of Bengalis) to 8 chittacks of coarse flour with $\frac{1}{4}$ chittack of salt. Prisoners are placed on it for not more than four days at a time. The want of solitary cells, and the fact of prisoners messing together, make it difficult to give full effect to this punishment, but nevertheless some officers have reported that it is most efficacious.

There exists no district jail in Bengal which can be looked on as a model, or that can be recommended for imitation as based on scientific views, but standard plans have been drawn up by the Inspector-General of Jails in conjunction with Mr. Bernard for jails of different classes. These plans have not been finally approved, and the subject is still under consideration. No new district jail was under construction during the year, but it is under contemplation to build new ones both at Mymensing and Deoghur. As regards the former place, there is a doubt whether there shall be a new building altogether, or whether the best part of the existing jail should be retained as a basis of operation. In the Moorshedabad district the site of the jail at Moidapore, three and a

half miles from the civil station, and in an unhealthy hollow, where drainage is impossible, has been repeatedly condemned, and it is proposed to remove it to the old European hospital in Berhampore cantonments, which the Department Public Works has been instructed to convert into a jail.

The existing central jails are the Presidency Jail, the Alipore Jail, with its appendage the Russa Female Jail, and the European Penitentiary at Hazareebaugh. In the Alipore Jail an arrangement has received general approval, by which the jail will be broken up into a number of distinct portions, and the prisoners divided into separate gangs, between the members of which there will be no communication either by day or by night.

The central jails in course of construction are those at Bhaugulpore, Midnapore, and Hazareebaugh.

The necessity for a central jail for the eastern districts has received attention, but the situation for it has not yet been decided upon.

The Inspector-General of Jails having brought to notice a defect in the position of the wards of the central jails according to the standard plan, with special advertence to the Midnapore Central Jail, Mr. Bernard was desired to submit, in communication with Dr. Payne, a report on the subject. In furnishing the report a suggestion was made that in the standard plan for central jails a concentric system should be substituted for the radiating one that had hitherto been adopted; but this involved a radical alteration, which the Lieutenant-Governor was not at the time prepared to accept. The proposals made in the report for completing the Midnapore Central Jail on its present plan, with certain modifications, generally received the Lieutenant-Governor's approval, and the Public Works Department was requested to carry them out as far as possible in communication with the Superintendent of that prison, reporting to this department any practical difficulties which might occur.

Lock-ups in Bengal are in an unsatisfactory condition, and the committee appointed to report on the best plan for a district jail, are also taking up the question of a standard plan for lock-ups. No new lock-ups were built during the year, but the expenditure of all kinds in lock-up buildings amounted to Rs. 9,668-13-1.

The Commissioner of Dacca having, in June last, brought to the notice of Government the large amount of work entailed on sub-divisional office establishments by the numerous registers, returns, and forms required for lock-ups, and the great difficulty with which they are prepared, the Lieutenant-Governor was of opinion that as only prisoners sentenced to 14 days' imprisonment and less should by rule be retained at lock-ups to undergo their sentence, all others being sent to district jails, where the requisite information concerning them will appear in the jail statistics, numerous and elaborate

returns and statistical statements for such prisoners are of little practical use, and of no importance to the criminal statistics of Bengal.

Hitherto the returns embraced information under the eleven heads marginally noted, and the following seven registers and books were kept up :—

1. Total population.	Visitors' and general order book.
2. Average daily number.	Admission and discharge register of prisoners.
3. Released during the year.	Account book of receipts and disbursements.
4. Committed and sentenced.	Diet book.
5. Transferred.	Hospital register and register of deaths.
6. Escaped.	Prescription and hospital diet books.
7. Died.	
8. Remaining on 31st December.	
9. Cost of rations, guards, establishment, and other charges.	
10. Total cost and average cost per prisoner.	
11. Number of admissions into hospital, daily average of sick, number of deaths, and ratio of deaths per cent.	

Return of the lock-up.

Besides these there were twelve annual tables prescribed and kept up under the orders of the Inspector-General of Jails.

It was decided that the information under the eleven heads referred to above should in future be given in one form to be submitted monthly and annually; that the seven registers should be kept up as at present, No. 7, however, being revised so as to exclude all mention of religion, caste, previous occupation, and similar information, of which there was no need in regard to this class of prisoners, and that the twelve statistical tables should be discontinued. On the other hand, orders were issued to furnish annual returns of prisoners who had served out their sentence, and of the cost of prisoners.

To obviate the necessity of frequent references between the offices of the Magistrates and the jail offices, those parts of the Magistrate's office duties which refer to lock-ups were transferred to the jail offices, so as to bring all jail business together, the general supervision of lock-ups remaining, as before, in the hands of the Magistrate, who is also generally responsible for the sudder jail. It was accordingly arranged that the sub-divisional officer in charge of the lock-up would in future submit all returns and accounts of the lock-up to the officer in charge of the sudder jail, instead of to the Magistrate, and that all charges connected with the lock-up should be met by the officer in charge of the sudder jail and be included in his budget.

In a large number of jails the most necessary arrangement of segregating under-trial prisoners from convicts has been satisfactorily carried out, and in most of the other jails measures are being taken to accomplish it. Where it is not yet fully practicable, jail officers have been told off to look after the under-trial prisoners, and keep them from association with the others; and though there is no doubt that intercourse will occasionally take place, as men can be corrupted or careless, while walls cannot, the object is in a great measure effected; and the attention of every jail officer having been

repeatedly called to the matter, the Inspector-General unhesitatingly submits that a great improvement has taken place.

The segregation of civil prisoners is important, as it must add greatly to the annoyance of their imprisonment to be compelled to consort with criminals, and it is for the most part properly carried out. The Inspector-General reports that in one or two instances only has he found the civil prisoners associating with under-trial prisoners—a practice which has been promptly put a stop to, and in other cases it has been found they are allowed to associate with non-labourers, also an objectionable practice. The accommodation for these prisoners is often very bad, but they ordinarily remain in jail but a short time, and as a rule measures have not been initiated for the improvement of the condition of their wards, as so much has to be done in respect to other classes, and it is quite possible that a change in the law may at any moment relieve the jail authorities of the incumbrance of their presence. They are frequently accommodated in a hut outside the gate of the jail; and as in case of their escape no provision of the law allows their recapture by other than jail officers, the protection of this class of prisoners causes much anxiety and some expense.

Jails containing the largest number of civil prisoners.

The following are the jails which contain the largest number of civil prisoners:—

	<i>Daily average.</i>		<i>Daily average.</i>
1. Presidency (Natives)...	12·23	6. Alipore (Natives) ...	5·17
2. Dacca ...	8·64	7. Monghyr ...	5·01
3. Dinagepore ...	5·55	8. Tirhoot ...	4·97
4. Bhaugulpore ...	5·43	9. Cuttack ...	4·88
5. Gya ...	5·25	10. Sylhet ...	4·45

Female prisoners are kept strictly aloof from the male prisoners in all but a very few of the most remote jails, where there is no separate yard for them. In the night they are of course kept in a separate ward.

Only a few jails afford the means of separating non-labouring from other prisoners, and it is often the case that they occupy the same yard with under-trial prisoners, and oftener still, are found roaming about the general enclosure of the jail. It has been preferred in every case where they cannot be segregated, to allow them to associate with convicts, rather than with under-trial prisoners, whom it is important to keep strictly separate from all classes, and that portion of the non-labouring prisoners which consists of men put in for security, often the worst characters in a district, men who live by crime, and whom it is particularly important to prevent from contaminating others. Where distinction is made among convicts, this class is placed with the worst class of convicts; the remainder—policemen imprisoned for negligence, persons convicted of a breach of the excise laws, &c.—are placed with the better class, and may even, if more convenient, be associated with the civil prisoners.

A full jail establishment consists of the following portions:—
 Superintendent, jailor, deputy jailor,
 paid turnkey establishment, police or
 special guards, clerk or writer, convict warder and work overseer
 establishment. The paid warders of jails, or turnkeys, form the worst
 feature of the establishment; they are totally undisciplined, were until
 lately without uniform, and were employed on miscellaneous duties
 without rule or method.

The Lieutenant-Governor, in his visit to the Bhaugulpore Central Jail, had occasion to remark that the paid warders were dressed in a slovenly way, with no appearance of discipline, and that in most of the jails visited by His Honor they had no regular duties to perform, and were not properly utilized. The Inspector-General of Jails was in consequence requested to make a reform in this direction, and the rules framed by him regarding the uniform and duties of native turnkeys and orderlies were approved by Government.

European warders are employed in the Presidency Jail, Hazareebaugh Penitentiary, and Dehree encampment; one has also been recently sanctioned for Alipore on Rs. 120 a month. At Dehree there is a unique institution—a guard consisting of Sikhs, and not attached to the regular police.

The Inspector-General of Jails having in the early part of the year recommended the transfer of a prisoner from one jail to another for employment as a jail writer, though he had served only a few months out of a long sentence of rigorous imprisonment passed on him for an offence under section 409 of the Penal Code, such a recommendation seemed to indicate that the rules under the Jail Code must be defective, since it is impossible to regard the work of a jail writer as hard labour any more than that of convict work overseer or convict warder, a post to which a prisoner can only rise after having worked out a fixed and major portion of his sentence.

To remedy this defect, it was ordered that no prisoner convicted of any offence involving moral turpitude such as those stated in the margin, should be ever employed as jail writer till the greater portion of his sentence had been served out. The Government of India, however, had in 1869 laid down that expenditure should be avoided as far as possible by the employment of educated convicts as jail writers; it was therefore left discretionary with the Inspector-General of Jails to sanction departures from the rules in the case of prisoners convicted of offences which did not come under the above category, subject to the approval of this Government. It was also directed that any prisoners now holding the post of convict work overseer, warder, or guard, or that of the jail writer, who had not served the greater portion of their sentences in

Employment of convicts as jail writers, guards, &c.

— Murder, dacoity, robbery, theft, criminal misappropriation or breach of trust, forgery, perjury, bribery, and other similar offences.

hard labour, must be at once removed and sent back to labour of first class severity. A proposal from the Inspector-General of Jails, that the educated convicts removed from the jail offices under the above orders should be utilized in the Alipore Jail Press, has been approved.

The following rules defining the conditions under which educated prisoners should be appointed to the post of convict writer have also been laid down in connection with this matter.

(1.) Educated prisoners whose behaviour has been exemplary, and who have completed the prescribed term of hard labour, may be employed as convict writers, and will enjoy the same privileges as those conferred upon convict warders under rules 400 and 401 of the Jail Code.

(2.) Not more than two such writers shall be employed in any jail.

(3.) Their duties shall consist in preparing returns, registers, reports, and nominal and descriptive rolls, and in copying letters, but they shall not be entrusted with the duty of preparing the registers connected with the accounts of the jail, which may only be performed by the jailor, his naib, or a paid writer.

Individual cases of refractory disposition are common enough, but

Conduct of prisoners.

there is little overt tendency to mutiny. In Sylhet, 16 prisoners made a faint show of resistance to the apprehension of a prisoner who had broken out of the main guard and entered a godown to steal some provisions, but the man was seized by a plucky head constable and all was over. At Alipore, a prisoner struck Dr. Lynch, and one or two other men raised a cry of *mar mar*, one man actually throwing a brickbat, which hit Mr. Dobson on the cheek, but four at most showed signs of insubordination on the occasion. At Dacca, a prisoner threw a brick at the Joint-Magistrate, and the disaffected characters when moved from that jail to Dehree, joined themselves with others of a kindred spirit, and armed with bamboos took up an attitude of defiance. They were arrested and disarmed by their fellow-prisoners, the old Hindustanees of the former Digba jail, before any of the higher prison authorities arrived on the spot.

Corporal punishment was administered much more frequently this

Corporal punishment.

year than last, as many as 2,214 prisoners having been punished in this way.

It was administered 556 times in the Presidency Jail (never more than twenty stripes), 189 times at Alipore, 172 times at Patna, 144 times at Beerbhoom, 133 times at Sylhet, 110 times at Bhaugulpore; on the contrary, at Dinagapore, it seems to have been inflicted in no single instance; and at Pubna, Bogra, Maldah, Moorshedabad, Tipperah, Noakhali, Nuddea, Burdwan, Pooree, the three jails at Hazareebaugh, Singbhoom, and other of the smaller jails, less than ten times throughout the year. At Sylhet, fifteen persons received 21 to 30 stripes in connexion with the breach of discipline noted in the preceding paragraph. It will be observed that the practice of jails differs very much, and the Inspector-General thinks that it will be more expedient to issue some more definite rules on the subject than now exist.

The rules for regulating extramural labour, and for granting rewards to well-conducted prisoners, have been in discussion since 1869. Rule 248 of the Jail Code prohibited all extramural labour. In their resolution of 28th October 1869, the Government of India, to prevent overcrowding in jails owing to transportation to the Andamans being restricted to life convicts, and to provide adequate penal labour for convicts till the completion of the central jails, sanctioned a relaxation of the rules, and in authorizing a trial of out-door labour, enunciated the principles under which the system should be worked. A code of rules for prisoners employed on extramural labour became consequently necessary, and after much discussion a set of rules was framed by the Inspector-General of Jails, with the approval of the Public Works Department.

The subject of granting rewards and indulgences to prisoners has also given rise to correspondence since 1869. In January of that year the Government of India remarked that much diversity of rule and practice existed in respect of remission of sentences as rewards for good conduct and industry, and desired that the practice in this point should be uniform; but in a subsequent resolution which reviewed the foregoing, it agreed to the continuance of the system in force in Bengal in this respect, and also sanctioned the grant of gratuities to prisoners for work done in overtime. Rules on this subject were also framed by Dr. Mouat, and underwent some alterations to meet the views of the Government of India.

Subsequently these two questions were referred for opinion to Mr. Bernard and Dr. Payne, the then Inspector-General of Jails. Their report was received in August 1871, and the rules relating to indulgences to prisoners were passed with certain modifications. As regards the extramural labour rules, which consisted mainly of adaptations from the Jail Code, the only portions which did not belong to that code were adopted, subject to alterations made by the Lieutenant-Governor. The rules were approved by the Government of India, with the addition of a clause or two, and Mr. Heeley was requested to show their working in the annual jail reports for the information of Government.

The Inspector-General of Jails submitted a report on the subject of intermediate imprisonment which was heretofore authorized under the Jail Code. The opinions of the jail officers whom he had consulted were on the whole decidedly against the continuance of the privilege. It was pointed out that at the time of its introduction the wisdom of the system was very much doubted; that it was fatal to discipline, as it enabled other prisoners to communicate with their friends outside; that as it allowed the intermediate prisoners to remain outside the jail at night, while their presence was required inside during the day, it exposed them to almost irresistible temptations, for most of the prisoners being far away from their homes were obliged to hire lodgings, and probably spent their time in drinking and in associating with prostitutes. These habits required funds, which could only be obtained by dishonest practice of some

kind or another. If the system was continued at all, the Inspector-General proposed that the intermediate prisoners should be kept inside the jail at night, and be allowed to work outside during the day.

The scheme was confined by the rules to prisoners who, had completed first and second class labour, and had served as convict overseers, warders, &c., and hence its only object, viz. to hold out an inducement to well-conducted prisoners, had been met by the rules recently laid down for granting rewards to these last. The Inspector-General was therefore of opinion that the indulgence of intermediate imprisonment was totally superfluous as well as objectionable.

The Lieutenant-Governor entirely concurred in the views expressed by Mr. Heeley on the subject, and authorized the abolition of the existing system of intermediate imprisonment, as the jail system of Bengal was not sufficiently advanced to admit of intermediate imprisonment being tried with advantage. It seemed to the Lieutenant-Governor that work in jail gardens might to some extent be substituted for the privilege of intermediate imprisonment, and hereafter the jail administration might advance so far as to admit of farms worked by means of prisoners being established in Bengal.

During the year under notice the question of granting subsistence allowance to European prisoners on release engaged the attention of Government. In sanctioning an allowance of Rs. 74-14-6 to prisoner Kelly on his release from the Hazareebaugh Penitentiary, it was pointed out to the Inspector-General of Jails that the Claude Martin Fund being now available for released European prisoners, it must be clearly understood that no further grants of subsistence allowance are to be made to any prisoners from Government funds without the special sanction of Government, and that this would only be given to deserving cases when the Claude Martin Fund failed to meet the necessity. He was also directed to apply to the visiting Justices of the Presidency Jail in the case of each prisoner in sufficient time before his release, to enable them to decide on giving relief from the Claude Martin Fund, and also to arrange with the visiting Justices what portion of the relief should be given in kind and what in cash. It being undesirable to place a large amount in the hands of a prisoner just released at Hazareebaugh, Mr Heeley was told that the man might be furnished with bare railway fare there, the balance being made over to him in Calcutta by the visiting Justices themselves in the way most suited to the circumstances of the case.

In the case of men *bonâ fide* having friends or work along the line of railway, special arrangement should be made, and the subsistence allowance disbursed through the Magistrate of the district to which the man repaired. The Magistrate could deal with him as a vagrant if it turned out that there was no work to be had. Mr. Heeley's attention was at the same time drawn to the fact that in prisoner Fairlie's case a double subsistence allowance was drawn, viz. Rs. 50 from the visiting Justices in addition to the sum of Rs. 74 and odd annas sanctioned for him by Government.

Rules 250 and 251 of the Jail Code, regulating the labour of prisoners, were found unsuited to the capabilities of some mofussil jails, and the following rules were substituted experimentally:—

1. Jail labour is divided into three classes—penal labour, hard labour, and light labour.

2. Penal labour includes the following:—

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| 1. The treadmill. | 4. Lime-grinding. |
| 2. Stone-breaking. | 5. Pounding bricks for soorkee. |
| 3. Oil-pressing. | 6. Flour-grinding. |

3. Hard labour includes occupations such as—

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| 1. Paper-making. | 14. Blanket-weaving. |
| 2. Printing, including compositor's work. | 15. Gunny-weaving. |
| 3. Book-binding. | 16. Cotton-cloth-weaving. |
| 4. Excavation work. | 17. Duri, rug, and carpet-making. |
| 5. Drawing water. | 18. Cooking. |
| 6. Cutting wood. | 19. Carrying or pumping water. |
| 7. Jail conservancy. | 20. Carpentry. |
| 8. Bowing wool. | 21. Spinning twine or thread. |
| 9. Brick-making. | 22. Leather work. |
| 10. Blacksmith's work. | 23. Out-door work on roads, &c., and other occupations of similar character. |
| 11. Flour-sifting. | |
| 12. Masonry. | |
| 13. Stone-cutting. | |

4. Light labour includes the following:—

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| 1. Tailoring. | 7. Barber's work. |
| 2. Printing cloth. | 8. Jail writer's work. |
| 3. Dyeing. | 9. Work of convict guards, warders, and work overseers. |
| 4. Basket-making. | 10. Work of mehter in sub-divisional lock-up. |
| 5. Weeding. | |
| 6. Garden work. | |

5. Penal labour will be performed by all prisoners sentenced for three months and under, for the whole period of their imprisonment; by those sentenced for a year and under, for half the period of their imprisonment; and by those sentenced for longer periods, only as a punishment for breaches of jail discipline, and especially for idleness and short work, in which case the period of penal labour will be noted in the punishment book.

6. Hard labour will be performed by prisoners sentenced for terms above three months and not above a year for the remainder of their sentence after the performance of their penal labour; by those sentenced above a year and under three years, all their time; by those sentenced for periods above three years, for three-fourths of their time; and by life prisoners, for fifteen years.

Rules to meet the special cases of convalescents, of men in hospital, and of those bearing good characters, were also framed, but it is unnecessary to notice them in detail.

The Lieutenant-Governor was apprehensive that the commission system carried to its present extent, regarding the grant of commission to jailors on the manufacturing profits of jails, under which the whole commission on the manufacturing profits of each jail is given to one man, viz. the jailor, had a demoralizing tendency, making jailors look too exclusively to profit. Pending final decision as to what system it would be best to adopt with reference to this question of commission, it was directed that all jailors should be distinctly warned that in future they were to have no claim to commission as of right. Anything that is given to them will be granted as matter of discretion when they are considered on the whole to have deserved it, but they will be liable to be affected by any change of system, and to the withholding of all or any portion of the commission.

At the commencement of the year under review, a committee was appointed, consisting of Mr. Bernard and Dr. Payne, to report on the following points connected with the subject of the management of the Presidency, Alipore, and Howrah jails:—

(1.) The best mode of providing for the charge of the Presidency Jail.

(2.) The establishments and manufacturing arrangements of the Alipore and Presidency jails, and the possibility of turning the Howrah Jail into a lock-up. The system of manufacturing by machinery in the Alipore Jail, and its effect for the purposes of punishment.

(3.) The advantages and peculiar features of the Presidency Jail labour system, and the best means of introducing hard labour for short-term prisoners at Alipore.

The committee submitted an elaborate report on the subject, and the Lieutenant-Governor accepted generally the views expressed and the conclusions arrived at by them. The proposed arrangement that Dr. Mackenzie should hold the charge of the Presidency Jail, and also retain the assistant surgeoncy of the General Hospital, was confirmed. The Inspector-General was desired to submit a proposition for the appointment of a mechanical engineer for the manufacture department of the Presidency Jail.

With regard to the Alipore Jail, the Lieutenant-Governor much regretted to see the statement made by the committee that the rules regarding the classes of work to which prisoners should be put, had not been observed with sufficient strictness. It was directed that these rules and those lately issued, requiring a regard to the character of the crimes for which prisoners are convicted in selecting for promotion to places of trust, must be strictly enforced, and the various occupations in connection with the jute mill must be put in the classified labour list with due regard to the hardness and irksomeness of the labour. The Lieutenant-Governor entirely agreed with the committee in thinking that the present loose mode of employing large numbers of prisoners outside the walls must be brought to an end, and that immediate measures should be taken to strengthen the Alipore Jail guard.

With regard to the Howrah Jail, these officers reported that the average number of prisoners in it was about 130, with an establishment costing Rs. 130 per mensem to the State; and as it appeared on their visit thither that the appliances for putting prisoners to hard useful labour were small, they recommended that all prisoners sentenced at Howrah to imprisonment with hard labour for more than a fortnight should be sent to the Presidency Jail, where there is room for them, and where there are appliances for giving them hard labour; the Howrah Jail continuing to receive under-trial prisoners, civil debtors, prisoners for terms of fourteen days and under, and non-labouring prisoners for terms of one month. The cost of the establishment it was proposed to reduce to Rs. 47 per mensem, which is the sum generally fixed for a lock-up, and to place the native doctor of the nearest dispensary in medical charge of the jail, which should thus be maintained on the status of a lock-up.

On the understanding that it was quite clear that there was room for the prisoners in the Presidency Jail, and that no influx of prisoners from Calcutta was likely to cause difficulty, the Lieutenant-Governor sanctioned the arrangement for transferring the short-term prisoners to the Presidency Jail, and the establishment was also revised accordingly.

In order to remedy the evil complained of in this jail from too great masses of dangerous prisoners being herded together and employed in large numbers on the mill and on other works entirely outside the walls, certain measures have been adopted.

The enlargement of the outer wall, so as to enclose the jute mill, has been sanctioned by Government, and is in progress; this will give room for the erection of a range of separate cells, in which refractory prisoners can be thoroughly isolated from one another without being deprived of air and exercise. A scheme has also been drawn up by Dr. Lynch, in communication with the Inspector-General of Jails, and has been generally approved by Government, which, at comparatively slight expense, will break up the jail into a number of distinct portions, and prevent any general communication. The prisoners will thus be divided into the printing department (400 strong); two long-term gangs (3,000 each); a habitual class; a dangerous class; an adolescent class; an infirm and convalescent class; and a penal labour class of short-term men. These will be separated from one another both by day and night, to the great advantage of the jail in point of discipline. The greatest *crux* in carrying out this arrangement has been the difficulty of providing drinking water for the several gangs who will mess separately; but it is understood that the municipal water can now be supplied to the jail, and a single pipe will carry it round all the compartments.

The Lieutenant-Governor having heard that the discipline in the European jail at Hazareebaugh was not what it ought to be, and that the object of punishment was lost sight of, ordered the Commissioner of Chota Nagpore at once to proceed to

Lax discipline at the Hazareebaugh Penitentiary.

Hazareebaugh and inspect the jail there; and a request was made to the Government of India that the officer commanding the troops at that station should be directed to join Colonel Dalton in the inquiry.

The points which the Lieutenant-Governor, in the minute he recorded on the subject, noticed as particularly requiring explanations were, the air of general comfort and pleasantness which was said to attach to the prison and its arrangements, the slight and easy labour imposed upon the prisoners, and the permission accorded them to walk about the corridors and talk to one another as they pleased. Further, it was said that they were well supplied with books and periodicals, that they had more food than soldiers in barracks, and that smoking, though nominally prohibited, was in fact commonly practised.

To these points, therefore, the joint commission, consisting of Colonels Dalton and Boles, especially devoted their attention, and the result of their inquiries showed that no restriction was placed on intercommunications and conversation between the prisoners, provided they did not quarrel or talk too loud; that the proportion of prisoners employed as jail servants was large, for out of 41 prisoners no less than 12 performed menial duties; that the prisoners in some cases were allowed to be outside the jail, apparently without supervision, and were not always searched on their return. Thus the clerk, whose time was not fully occupied in jail, was let out as a writer, and the jail received Rs. 20 a month for his services, and the shoemaker also was allowed to go about the station for orders, as ladies and children could not come to the jail to be measured; that the diet scale exceeded by a $\frac{1}{2}$ lb of bread that allowed to a soldier in barracks, and was very far more liberal than that which soldiers in garrison or regimental cells receive, for the jail prisoners got mutton twice a week and beef during the other days, while soldiers during the first part of their imprisonment are allowed meat only three days a week and mutton only once. That there was practically no prohibition against prisoners smoking, and no proper punishment if they were found out; for the only penalty was that their pipes were broken and the tobacco confiscated.

It was also noticed that the prison walls being only 15 feet high, it was doubtful whether this was sufficient for security.

This report was sent to the Inspector-General of Jails, and the result was that numerous changes were effected, by which the principal defects that had been noticed were remedied, and a stricter discipline enforced. The prisoners were no longer allowed to mess together, but were compelled to take their meals each in his own cell.

The schooling, which used to be done between 12 and 1 in the day, was postponed until the evening, and it was ordered that the prisoners should not receive their instruction separately, but should meet together for the purpose, the industrious and well conducted only being allowed the privilege. The scale of diet was made conformable to that proposed in Jail circular No. 10, dated March 1871, and the extravagant allowance heretofore in use was discontinued. Among the jail

servants, the hospital attendant was abolished; the bakery was abandoned, and the baker relegated to severer duties; the number of cooks was reduced from three to two; and the clerk and shoemaker were prohibited from going outside the jail. Trashy novels, and similar unimproving publications, were eliminated from the jail library, and greater discrimination was ordered to be observed in accepting books which were from time to time sent for the use of the prisoners. The use of tobacco in any shape was stringently forbidden. The Lieutenant-Governor, in sanctioning the above measures, ordered the Inspector-General to submit hereafter a further report as soon as he felt himself in a position to do so after the arrival of the new Superintendent whom it had been determined to appoint.

The Government of India desired that until the new military prison at Raneekhet was ready for the reception of military prisoners, measures should be taken to segregate this class of offenders in the Hazareebaugh prison from the other European convicts, and at the same time to subject them to that discipline and hard labour which was required by the military rules.

The Inspector-General of Jails having visited Hazareebaugh, found that the plan on which the jail was constructed afforded means of isolating the military prisoners in the manner required, but also suggested that military prisoners should be amenable to the same punishments as civil prisoners. These punishments included all that were required under the military rules, and as they had been found to be very effectual in the case of prisoners of the 63rd Regiment, then quartered at Hazareebaugh, it was thought inadvisable that any change should be made.

A new scale of diet of a much less liberal character having been lately introduced, it was considered better to allow this scale to be used throughout the whole jail, and thus avoid the difficulties which would arise if different dietary arrangements for the two classes of prisoners were insisted on.

It was arranged that the officer commanding the European troops at Hazareebaugh should have constant access to the prison; that the remarks he might think proper to make in the inspection book should be forwarded to the Lieutenant-Governor for consideration, and that in case of any difference of opinion between him and the Superintendent on a question relating to the military prisoners, his suggestions should be carried out, pending the decision of the higher authorities.

All these proposals having received the approbation of the Lieutenant-Governor were submitted, together with a question as to what classes of military prisoners were to be separated, to the Government of India in the Home and Military Departments.

The sanction of the Supreme Government was duly accorded, and it was at the same time decided by the Military Department that any soldier convict who had been sentenced by court-martial at Hazareebaugh, should be kept separate from the other prisoners.

The Inspector-General of Jails was vested, in accordance with the provisions of section 30 of Act V of 1871, with the power of making transfers of prisoners from one jail to another without reference to Government.

Inspector-General of Jails vested with the power of making transfers of prisoners from one jail to another, without reference to Government.

It was at the same time intimated to him that whenever any rules regulating transfers had been laid down, such as that prisoners with less than a certain period of their sentence to work out are not to be transferred to irrigation works, or that prisoners are not to be transferred from one district to another till the period of appeal has expired, he is not to transfer them without the special approval of Government; but in all cases within the rules he can effect the transfer, whether it be of single prisoners or of large batches, without reference to Government, merely forwarding to this office quarterly returns of these transfers.

In May 1871, James Devine, a licensed prisoner at Port Blair,

Transfer of European prisoners to the Andamans.

was brought up to Calcutta from the Andamans and tried at the High Court Sessions, where he was convicted of murder and sentenced to penal servitude for life. The jury in the case called attention to the disgraceful laxity of discipline and want of control over the convicts at Port Blair which had been revealed by the evidence that had been taken, and the matter also attracted the attention of this Government.

It came out that Thomas Fernandez, one of the witnesses in the case, was a man who had been convicted by the Calcutta High Court in the previous December of the treacherous and cruel murder of the woman who lived with him as his wife, and sentenced to transportation for life. This man is a native of Manilla, and after sentence had been dealt with as an ordinary native of this country, and was sent, with other native prisoners sentenced to transportation for life, to Port Blair. On arrival there, however, his status appears to have been at once changed without any apparent justification whatever, and he was treated just as a European prisoner who had first earned the indulgence of a license under the prescribed rules. His own evidence showed that he was living in the same building with, and enjoying the privileges and liberties (less a daily allowance of rum) of the European licensed prisoners. Looking at the state of things here displayed, the Lieutenant-Governor prohibited the despatch of Europeans to the Andamans on letters of license, until he was assured that the convict colony was satisfactorily managed. An inquiry into the matter followed, and the Government of India, in acquainting the Lieutenant-Governor with its result, said that a code of regulations for the Penal Settlement was being prepared, and that in case it was proposed to transfer there any European prisoner, the best plan would be to acquaint General Stewart, the Superintendent, with the man's antecedents, and ascertain whether means existed for his proper employment and control. This suggestion has since been acted on in the case of a prisoner named Harris, whose application for a transfer was refused, as General Stewart represented that he had neither suitable employment nor accommodation for him.

The following statement shows the total cost of the Bengal jails in 1871, exclusive of the cost of raw materials for manufacture :—

Expenditure of 1871.

<i>Jail Department.</i>	Jails. Rs.	Lock-ups. Rs.	Total. Rs.
Supervision	34,548	.....	34,548
Establishment	2,42,462	20,275	2,62,737
Rations	4,56,048	35,157	4,91,205
Hospital charges	22,299	302	22,601
Clothing	63,367	1,116	64,483
Contingencies	43,332	5,979	49,311
Petty repairs	26,682	2,800	29,482
Police Department... ..	1,65,568	31,052	1,96,620
<i>Department Public Works.</i>			
Original works	1,14,934	3,208	1,18,142
Repairs	47,816	3,661	51,477
Total	12,17,056	1,03,550	13,20,606

The following shows the cost per prisoner under each head as compared to that in the North-Western Provinces; the net difference in favour of the North-Western Provinces is Rs. 10-15-4.

Cost per head of convicted prisoners.

	Bengal, 1871.	North-Western Provinces, 1870.	Difference in favour of Bengal.	Difference in favour of North-Western Provinces.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Rations	26 0 8	19 8 6	.....	6 8 2
Fixed establishment	13 6 7	12 3 0	.....	1 3 7
Extra „	0 5 9	3 8 8	3 2 11	.....
Police guard	9 4 3	3 8 2	.....	5 12 1
Hospital	1 4 9	0 13 10	.....	0 6 11
Clothing	3 12 1	3 10 10	.....	0 1 3
Contingencies	2 7 7	2 5 4	.....	0 2 3
Total	56 9 8	45 10 4	3 2 11	14 2 3

The Inspector-General's report shows a total profit from manufactures, including the Alipore Mills and Press, of Rs. 2,73,489, leaving the net cost of the jails Rs. 10,47,117.

Some extracts from the Lieutenant-Governor's resolution on the report on the jail administration of the past year submitted by Mr. Heeley, the Inspector-General, have been given in the body of this report. The following fuller extracts from the same resolution are here added :—

"The Lieutenant-Governor must commence this review of the jail administration of the past year by expressing the regret with which he learnt of the death of Dr. Fawcus, the late Inspector-General, within a very few months of his appointment to the charge of the department. Dr. Fawcus was a valuable and experienced public servant, who had won the esteem and personal regard of all who were brought in contact with him."

"The points in which it appeared to Mr. Campbell that the jail system of Bengal was defective, are properly stated in the preliminary chapter of the report. Towards the accomplishment of these objects Mr. Heeley steadily addressed himself, his programme being thus briefly stated by him in paragraph 9 of his report :

- (1.) Sharper punishments for short-term men.
- (2.) Improved discipline.
- (3.) Removal of available prisoners to central jails and Dehree.
- (4.) Improvement of Alipore Jail.
- (5.) Introduction of labour into lock-ups.
- (6.) Reduction of jail rewards and clerical work.
- (7.) Segregation of under-trial prisoners.

* * * * *

"The question of profit may be dealt with first, because it is most easily disposed of.

"To begin with, the Lieutenant-Governor may at once say that he puts aside altogether all question of the '*indirect*' profits which it has been the fashion to calculate, and which are included in Table XI of the report,—the value of services rendered by prisoners to one another, the value of their labour when working in their own jails or in their own gardens, and so on. If this is to be calculated on the one side, it should be added to the expense of jails on the other, and the thing would be as broad as it is long.

"The money earned by prisoners working extramurally for the Department of Public Works, or otherwise, on anything else than jail buildings, is an undoubted profit ; but then that was a sort of profit realised to a much greater extent under the old system by prisoners working on the roads, and moreover such labour is now directed by the Department of Public Works and not by jail officers. This earning, therefore, may also be put out of sight in examining the present system ; and in fact as most of the prisoners are now employed intramurally or on jail buildings, there is very little outside profit of this class. It is almost, if not quite, confined in 1871 to the Rs. 8,249 earned from the Dehree irrigation works, nearly all the rest that appears in the statement being estimated value of work done on jail buildings.

"The profits formerly credited to the Jail Department very largely consisted of supposed earnings of the Alipore Jail Press, which works for public departments, and puts its own value on the work done. It

has lately been found that this work was much over-valued,* and though the Alipore Jail Press is, as Mr. Heeley testifies, a very good and profitable establishment, it receives no cash, and it is quite a peculiar institution which can hardly be taken into account in considering Bengal jails generally. In fact, the Alipore Jail is in its arrangements altogether exceptional. In addition to the printing press there is a great jute-mill, a regular power mill worked by steam, and on a very large scale. The profit of the mill is put down at Rs. 1,24,300, * and it is certainly a very successful manufacturing establishment. To get at the true profit it would be right to deduct both interest on and wear and tear of plant, and a large proportion of the emoluments of the jailor, &c. But, at any rate, the employment of great machinery in a jail is something quite new and apart. The jute manufacture is a nascent and peculiarly profitable industry in Calcutta, and private competition will no doubt increase, and possibly affect the working of the jail mill materially.

“The Lieutenant-Governor will put aside, then, the Alipore Jail, and take the ordinary jails of Bengal, the 59 jails of which statistics are given. Excluding Alipore, it appears that the profit from the manufactures in all these jails, employing almost all the available labour not used for jail purposes, was Rs. 98,800 (paragraph 416 in the report). Or, taking the year 1870 (same paragraph), the last year in which the system which the Lieutenant-Governor found in operation was most fully developed, and before any changes were made, the profit was Rs. 1,02,600, say £10,260. What, it may fairly be asked, is that among so many jails? However little or much may have been the value of prison labour under any former system, the sum named above, representing, as it does, all that has been earned after so many years of this industrial system, leaves no room for a financial improvement effected, which can be looked on as anything but quite considerable when dealing with so great a subject in such great provinces. Of the whole profit, a very large proportion—in fact nearly half—came from the Presidency and two or three other jails in the neighbourhood, where there were special facilities for manufacturing jute. The profits of most of the jails were very small indeed, and some made a loss. On the other hand, the very large percentage allowed to jailors so far over stimulated them in this particular direction, as to lead to a very frequent neglect of wholesome and necessary rules regarding the employment of prisoners, and, in not a few instances, to a most culpable defiance of rules, when prisoners were improperly employed with a view to profit.

“No doubt a good deal of saving of establishment has resulted from keeping prisoners within walls, rendering them content, and making them self-controlled by means of prison warders selected with greater regard to their talent and aptitude than to the character of their offences. It is difficult to compare the present expense with that of previous years, because the system now followed in regard to jail

* With reference to Mr. Heeley's 429th paragraph, the Lieutenant-Governor has already fully admitted that the Committee which settled press rates were in no way to blame, but only those who neglected the Committee's recommendation regarding rates for forms printed in great numbers.

guards, &c., is different; but while no charge has diminished, it appears that for an average of about 19,400 prisoners in the years 1856-59, the cost of food, clothing, contingencies, and executive and hospital establishments averaged about Rs. 8,24,000; and in the years 1860-64 fell to a much smaller sum; while in the last few years, with an equal number of prisoners, it has averaged nearly 10 lakhs, and in the last two cheap years has considerably exceeded 9 lakhs. The diminution in inferior establishments has probably been counterbalanced by the increased allowances to jailors and other superior officers; and indeed, if Dr. Mouat had not effected many economies, the increase would have been greater than it is."

* * * * *

"Whatever the nature of the employment in jail, regular habits and continued industry must always be an advantage. But it would be rash to over-estimate the change in this respect. Mr. Campbell can testify from experience that in former days, when prisoners were worked on the roads in large gangs, they were, if considerately treated and directed, a very amenable body of men, and often or generally did a very fair amount of work. No doubt as regards the treatment of dangerous or difficult bodies of men, whether long-term prisoners, English soldiers, or any other class, there is now-a-days less resort to violence, and our officers have learned better to use method and discipline than in former days. But with respect to Lord Macaulay's remarks on the Alipore Jail, quoted by Mr. Heeley (paragraph 296), it must be remembered that there was then no transportation, and that in the Alipore Jail were collected desperate characters sent to undergo life and other very long sentences from distant provinces, as well as from Bengal; whereas the Alipore Jail now in reality is only the largest of several Bengal central jails. The prisoners there may have been formerly treated with harshness and were not sufficiently employed. Latterly, working in large bodies in an open mill, without any surrounding wall, and all congregated as they were of an evening in the jail without dividing walls, the Lieutenant-Governor has thought that they had too much liberty. They have shown a temper not very amiable on one or two occasions lately since a moderate discipline has been imposed on them, in itself an indication that the essential elements of penal discipline were wanting."

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"The Lieutenant-Governor has given his general view of the labour question, and would wish it worked out as far as possible. But on the building question he still feels unsettled. He does not know what answer to give to the difficulty Mr. Heeley meets with in the repeated assertion that everything is '*impossible till a new jail be built.*' It has been settled in the order quoted in the latter part of Mr. Heeley's 6th paragraph to complete the central jails, relieve overcrowded district jails, and retain most of these latter till we see farther. But the question of division walls is very perplexing.

"All the old Bengal jails had walls dividing the enclosures into compartments for different classes of prisoners. With few exceptions, all these walls have been pulled down upon sanitary grounds. The prisoners have been on the whole healthier; but whether because the

walls were pulled down, or for other causes, no man can say. Considerations of discipline and jail management point to the propriety of building them up again; fear that if unhealthy years should follow, it will all be set down to the partition walls comes in the way. It is only possible to compromise the matter. The Inspector-General must take each jail by itself; separate the prisoners where he can separate them without very great sanitary objections, especially in the case of large jails containing many dangerous prisoners. And at all hazards he must separate the under-trial prisoners. For the rest we must submit for the present to the want of classification and separation so far as it cannot be helped.

"All the new central jails are being built on the radiating principle, with separation walls between the wards and open palisades on the inside of the circle.

"Turning now to the details of Mr. Heeley's report, the Lieutenant-Governor observes, with reference to chapter II (jail officers), that Mr. Heeley has taken a thoroughly correct view of the objects and intentions of the order that the immediate charge of jails is not to be given to medical officers as a matter of course, and that district jails are to be put under the general control of the Magistrates. It is therefore hardly necessary to repeat here the reasons for this step. As Mr. Heeley says, a man may be an admirable medical man and yet very unfit for the executive charge of a jail; but, on the other hand, medical men who enter the civil departments of the Indian service generally feel, like most Indian officers, civil and military, that in this country there is much good work beyond the limits of a strict profession which a man thrown into an Indian district may do with advantage to the people, the country, and himself. Most of our medical officers are, happily, men ready to turn their hands to useful and effectual work, and the majority of the civil surgeons have, as Mr. Heeley observes, the great advantage of sufficient leisure to attend to jails. Accordingly, there has been in this respect but little difference in practice, and the great majority of our jails are still in the hands of medical men. On the other hand, as is truly stated, many of them have little experience of the country, of office routine, of the system of accounts, and almost all have been necessarily without opportunity of obtaining the judicial view of prisoners and prison questions. It is every way advantageous that the officer in immediate charge of a district jail should be under the general control of the head of the district, according to the system which has now been generally introduced and applied in all departments of this Government. There is also no slight advantage in the means which a single head affords of preventing clashing between different departments; *e.g.*, between the jail officer and the police officer who supplies the jail guards. Similarly, it may be hoped that the not unfrequent clashing and complaints between the jail officers and the officers of the Department of Public Works who build and repair their jails will be obviated, now that the latter also are being placed under the general control of the common district head.

"On the question of the relative advantage of European and Native jailors, the Lieutenant-Governor is quite of opinion that it is not desirable to employ Europeans unless they can be sufficiently paid,

and he has no doubt the Inspector-General will judiciously discriminate between the respective merits of Europeans and natives according to the circumstances of each jail, and the character of the applicants for appointment.

"The Lieutenant-Governor also agrees that it is desirable to regulate establishments on a careful consideration of the circumstances of each jail, and that when jails have been classed for purposes of salary, they should be kept in the class allotted them till they are permanently transferred, without reference to casual variations of population.

"The number of prisoners of all classes in the jails at the close of the year was 18,928, as against 18,626 at the end of 1870, and 20,571 at the close of 1869. Eighty-two prisoners were released on account of disease or infirmity, 71 for good conduct or by Government orders, 19 were transferred to lunatic asylums, 759 died, 219 escaped, and 71 were executed.

"With reference to the question raised by Mr. Heeley as to the extent to which the Medical Department should have control of sanitary arrangements, the Lieutenant-Governor thinks the general control of all the officers attached to the jail, and the general sanitary arrangements, must lie with the jail officers and Jail Department, but professional treatment will of course be regulated by the Medical Department, and full attention will be paid to their recommendations in regard to sanitation and cognate subjects.

"The Lieutenant-Governor understands that it has already been settled with the Medical Department what forms and returns are to be submitted, and that a considerable reduction in clerical labour has been effected.

"*Sanitary.*—The Lieutenant-Governor's impression is that the admissions to hospital and percentages of deaths to sick vary so much according to circumstances and the idiosyncracies of particular officers, that they cannot be taken as giving any reliable standard for lay use, and their real value can only be estimated from a medical stand-point. For general purposes we can look only to the mortality. It may not be always an exact test, but it is sure so far as it goes, and it is generally a pretty correct general index to healthiness or otherwise. In connection with mortality it would, however, always be proper to notice releases on account of sickness, as these may really affect the comparison, many of them being discharges of persons whose recovery is in fact improbable.

"On the whole, speaking *comparatively*, there is every reason to be satisfied with the mortality results of the year, the deaths being less than in previous years, and little more than 40 per 1,000. Cholera was happily not frequent. Fever seems wonderfully little fatal in Bengal jails, the character of the districts considered; but dysentery and diarrhoea are great scourges. As is usually the case, the autumn is the most fatal season. The tables in regard to mortality with reference to age and sex, kind of imprisonment, and the employments in jail, are interesting, but there is not yet a sufficient basis for safe induction on these subjects. The most notable feature is the greater mortality among prisoners employed on manufactures. This is very important, and does seem to be shown by the figures. The Lieutenant-Governor observes, however, that in a subsequent part of his report the Inspector-

General throws some doubt on this result as compared with that of out-door labour, and the Lieutenant-Governor will only here beg that the subject may have particular attention. It should be carefully discussed in next report.

"The Lieutenant-Governor feels doubts as to the alleged bad effect of transfer from a less healthy to a more healthy jail without any extreme change of climatic conditions. His Honor would like this subject to be pursued further.

"No doubt overcrowding must be dangerous, and, now that there is employment in central jails for large numbers, it should never be permitted. Still it may be remarked on the table in paragraph 167, that of the overcrowded jails there named, the mortality tables show Meethapore (in Patna), Tipperah, Pubna, and Durrung to have been remarkably healthy in the past year, and Sylhet is considerably above the average in healthiness, as also is Midnapore, though it is true that this last jail is less healthy this year (1872), for reasons which have been lately under consideration. The Maldah Jail is a mere lock-up, and Baraset, as explained, is set apart for old and infirm prisoners. Thus, of the whole list, Tirhoot very bad, and Bhaugulpore a little above the average mortality, are the only jails to be fairly set against the jails which, though overcrowded, were more healthy than the average.

"As respects the relative merits of large jails and small, the Lieutenant-Governor thinks that the small jails instanced by the Inspector-General, being mostly in Assam or specially unhealthy, are hardly a fair specimen; and Mr. Campbell is still inclined to the belief that, other things being equal, small and moderate jails are on the average more healthy than the very large jails, where sickness once introduced runs through great masses of prisoners.

"*Para. 170.*—The figures regarding the effect of incarceration on general health depend on so arbitrary a determination of good, indifferent, and bad health, that it is hardly safe to attach much weight to the results shown, so far as we have yet gone.

"*Paras. 174 to 179.*—As regards native prisoners, Mr. Heeley's remarks on diet seem very judicious, and the Lieutenant-Governor has full confidence in his dealing with the whole subject in the best way. With reference to what is said of the Dehree practice, Mr. Campbell finds that the Hazareebaugh prisoners work all day without food, and he thinks perhaps a little parched gram or some such food might with advantage be given in the middle of the day to prisoners employed all day long on public works; but he will leave this for the Inspector-General's consideration.

"As regards European prisoners, the Lieutenant-Governor does not quite understand the facts. Mr. Heeley speaks of a scale settled in 1870 and now followed, but in 1871 there was in use at Hazareebaugh a scale which it was necessary to alter and to some extent reduce. His Honor has this year found the scale to be still larger, even to a startling degree, than the military and Agra scales. He would wish to have a clear report on this matter.

"*Paras. 180-81.*—*Conservancy.*—The Lieutenant-Governor gladly acknowledges that most of our jails deserve the credit Mr. Heeley gives them for cleanliness and freedom from smells. The sub-divi-

sional officers should attend to their lock-ups in this respect, and that duty will be impressed on them. No doubt the Inspector-General will judiciously regulate the subjects mentioned in paragraph 181, and settle the relative uses of dry and wet conservancy. The Lieutenant-Governor will be especially glad, for many reasons, if Mr. Heeley can establish a manufactory of glazed earthen vessels, as he proposes.

"*Paras. 100 to 166.*—The Lieutenant-Governor has reserved to the last Mr. Heeley's comparison of the healthiness of different jails and groups of jails, all of which is most interesting and important.

"The most marked case of excessive mortality is Tirhoot, and the neighbouring district of Chumparun is not far behind, while Sarun in the same group was healthy in the year under report. The Lieutenant-Governor has since been demi-officially supplied with figures showing the mortality in the different jails of Bengal during the last fifteen years. The general result is to show that none of the three jails above mentioned have been healthy jails, and in Tirhoot and Chumparun there is no sign of progressive improvement. The overcrowding in Tirhoot need not now be continued for a day. There are ample means of disposing of the prisoners.

"In paragraph 117 Mr. Heeley shows that in the damp and saline soil of North Behar, the earthen beds which have been introduced in many jails are unsuitable. Much harm is often done by forcing on very different provinces inventions suited to one. In many districts the earth-bed seems to be really a very successful institution; but in Assam the Lieutenant-Governor met with very loud, and apparently just, reclamations against its forced use, and it may very well be unsuited to the saline soil of Behar. It is reasonable to suppose that in Behar we shall do better to take the North-Western Provinces rather than Bengal for a model.

"As respects Meethapore (Patna), cholera notwithstanding, it was remarkably healthy in the past year, and the Lieutenant-Governor believes is not markedly unhealthy this year. It has no doubt been unhealthy from time to time, but Mr. Heeley should analyse past returns and see how much is due to cholera and other epidemics, and how much to general sickness. He should also get the last returns for the present year and make a special report on this jail. The general result of the Lieutenant-Governor's visit to it last month has been to incline him to retain it and enlarge it. It seems very doubtful whether the sanitary experiments proposed are possible, especially what is called 'thorough drainage'; but His Honor will await the Inspector-General's report.

"Bhaugulpore must be narrowly watched. It was formerly very unhealthy. In the past year there seems to be some doubt whether the prisoners working under the Public Works Department were not too much exposed. The Lieutenant-Governor is very glad to see the healthiness of Monghyr for some years past, as it was formerly shockingly unhealthy. Shahabad has also been healthy for some years. Gya is much more doubtful, but the greater number of the prisoners may be sent to Hazareebaugh, so as to give plenty of room to the remainder.

"The result in Dehree was sufficiently favourable, but it is to be feared that it is less healthy this year.

"The jails of the Sonthal Pergunnahs and extreme west of Bengal, which are grouped together, seem to be healthy, and those of Beerbhoom and Bancoorah should be well utilized. The Beerbhoom jail seemed to Mr. Campbell to be very good among Bengal jails. Rajmehal is really nothing but a sub-division, and prisoners need not be kept there if they are not healthy. The Chota Nagpore jails seem all to stand well, though the accommodation in some of them is very deficient.

"The same may be said of the Orissa group, which are all tolerably healthy.

"The North Bengal group seems to be that in which the most generally unhealthiness now prevails. Although Purneah, Dinagapore, and Maldah, are not very populous districts, and may have been reduced by fever, Rungpore and the neighbouring tracts are populous to a degree which seems to refute the idea of excessive general unhealthiness in that country. Necessary efforts must be used to reduce the mortality in the Rungpore and other jails, those jails which seem to be hopelessly bad being relieved of part of their population. Julpigoree is reckoned generally a healthy place. The other prisons of Bengal proper seem to have been generally tolerably healthy, as jails go."

"Considering the state of the Burdwan district, the Burdwan Jail does not show so much mortality as might have been feared.

"The jail in Bengal proper the state of which most needs explanation is Hooghly. The mortality for the past year is 8 per cent. In 1870 it was 7 per cent., and the average of fifteen years is 11 per cent. Hooghly is a healthy place. The fact that the jail is in the town is no reason for great mortality. It is one of the principal of our manufacturing jails, and quite the most profitable out of Calcutta.

"The Lieutenant-Governor would like to have a special report on the unhealthiness of this jail. It should be particularly noticed in connection with the effect of manufactures on health.

"The health of the Presidency Jail has been extraordinarily good in the past year, and for several years past it has been good. This result seems to tend to contradict the theory assumed in an earlier part of this resolution, that hard work and hard discipline increase the mortality among natives; for in no jail in this province are the prisoners worked and disciplined so thoroughly as in the Presidency Jail. Most of the work has been breaking stones, picking oakum, &c., and not hitherto manufacture. Perhaps the healthy situation on the maidan has something to do with the low rates of mortality. The Presidency Jail, standing apart and worked on a different system (which the Lieutenant-Governor hopes will not be too much assimilated to that of other jails), should never be lost sight of for comparison in all questions affecting Bengal jails.

"In Assam the Lieutenant-Governor observes that Gowhaty and Goalparah have generally been unhealthy jails, while Durrung has always been tolerably healthy. Gowhaty, however, in the year under report and some other years so unhealthy, seems to have been singularly healthy in 1870. No doubt as many prisoners as possible should be sent to Durrung. The indigenous bamboo platforms should throughout this province be substituted for earth beds, if the latter anywhere remain.

"The Lieutenant-Governor entirely agrees with Mr. Heeley as regards out-door work in Assam. All jail considerations cannot be sacrificed to the need for labour to keep the stations tidy. His Honor authorizes the Inspector-General to prohibit extramural labour wherever and as far as he sees fit, and especially begs of him to be sure that the instruction for teaching the prisoners the trades for which there is most demand in Assam is fully and effectively carried out.

"*European prisoners.*—The Lieutenant-Governor does not see why any of these prisoners should be kept at Alipore when the Presidency Jail is at hand. Explanation is required on this point. Both the Presidency Jail and Hazareebaugh seem to be healthy for Europeans.

"*Buildings.*—The Lieutenant-Governor has already issued detailed instructions on this subject, and only general remarks will be necessary. First of all, however, he would once more beg of the Inspector-General to bear in mind, in all his arrangements for different districts, the great differences in climate, population, and habits, between the different provinces under this Government. His Honor has already noticed some minor matters in which things suited to one part of the country have been unsuitably forced on another. It would be worth investigating whether the very extraordinary mortality in all the Behar jails ten or fifteen years ago had any connection with any unfortunate application to Behar of Bengal forms of building, diet, &c.

"As regards the old Bengal jails, they appear to have been by no means wanting in the means of segregation and classification. They were generally well divided into compartments. It is because the dividing walls have been swept away on sanitary grounds that there is now no separation.

"The Lieutenant-Governor has already said that for the present at any rate we must make the best of these jails. In Bengal proper they have not been unhealthy as jails go.

"As regards some of the very inferior jails mentioned in paragraph 184, His Honor has under consideration the re-arrangement of districts, and some of the more recently formed districts may be again reduced; therefore he would not undertake new jails at such places till he can see further. Of the places which Mr. Heeley mentions, Chumparun has to all appearance a very decent small jail. Sarun Jail, which the Lieutenant-Governor has not seen, is also stated to be enclosed, and it has been healthy the last two years. Rajmehal, as already mentioned, is not really a district jail. At Hazareebaugh a central jail is rapidly advancing. If Pubna is kept up as a district, there should certainly be a jail there.

"Nothing is settled about Deoghur. The Inspector-General's report about Mymensing is awaited. The proposed jail at Berhampore has been sanctioned. Gya and Meethapore (or Patna) jails have been already noticed. Ranchhee is about to be visited, after which the Lieutenant-Governor will dispose of the Chota Nagpore Jail question.

"As regards Assam, the Inspector-General is requested to submit plans for converting Durrung or Tezporé into an efficient jail of considerable size. Mr. Heeley has not seen the Tezporé Jail, and does not seem to appraise it at its real value. It is already a very fair jail, with abundant space for more buildings, and the figures show it to be

healthy for an Assam Jail. The Lieutenant-Governor will await suggestions for improvements in the smaller jails of the province. Cachar may or may not remain a regular district, but plans for a small jail may be put in hand.

"The Inspector-General already knows that the Lieutenant-Governor is most especially anxious to provide punishment and solitary cells as mentioned in his 193rd paragraph. Separate as distinguished from solitary cells are not much wanted for jail purposes in the present phase of our jails, though some separate compartments will be useful in the central jails, and they are wanted in under-trial wards and lock-ups. Mr. Heeley has received detailed instructions for the necessary cells and compartments.

"*Para. 196.*—The Lieutenant-Governor will be glad to have the Inspector-General's finally considered model plans for a district jail when they are ready; but as we are not now building new jails of this class, it is best to take time to settle the best plan to be used when we are about to build.

"*Paras. 197-200.*—The Alipore Jail has had particular attention; the additions and improvements are now well advanced, and will, it is hoped, be effective.

"*Para. 204.*—The plans for the central jails have had the Lieutenant-Governor's special attention. We have laboured under much disadvantage, in that they had all been commenced upon plans, several parts of which the practical officers concerned have united in condemning, and many discussions have ensued; while, as Mr. Heeley says, it seems often to happen that the least needed parts have been commenced first. In these matters there has been sometimes an unfortunate want of harmonious action between the jail officers and those of the Department of Public Works, which will, it is hoped, be remedied. Several defects in the plans have only come to prominent notice when actually seen on the ground. In consultation with the Inspector-General, the Lieutenant-Governor settled at Bhaugulpore several points which had escaped previous revision, and now at Hazareebaugh he has gone carefully into some other matters which cropped up, in communication with Mr. Leonard, the Chief Engineer, who has also visited Midnapore very recently. No two people seem ever by any chance to agree about a jail plan, but we have done our best and must hope for the best. There is now no stint of money or men, and the central jails are all being pushed on rapidly.

"As regards the district jails at places where there are central jails, the Lieutenant-Governor is inclined to reconsider the question, and may possibly retain some of them as supplementary jails under the same Superintendent, since our central jails are hardly large enough to give a Superintendent with no other duties sufficient occupation, and there is some advantage in these supplementary jails. He is ready therefore to receive Mr. Heeley's proposals on this matter.

"*Lock-ups.*—As Mr. Campbell has always pointed out, and the Inspector-General admits, no part of our jail system is more unsatisfactory than this. It is a ruinous state of things if the short-term prisoners of sub-divisions—that is, most of the short-term prisoners of

the province—are not properly punished in any way. The Lieutenant-Governor has fully gone into the subject with Mr. Heeley.

“In the first place prisoners must not be kept at lock-ups so much as hitherto. The Lieutenant-Governor has relaxed the quasi-military police rules, and a small thief, or even two petty thieves of no dangerous character, may now be sent off with one constable to the sudder station, instead of being kept till a regular guard can be inter-departmentally arranged, or not sent at all because such a guard is not to be had. No general rule can be laid down, as so much depends on distance, means of transit, and accommodation, but the one rule should be to reduce lock-ups to the minimum of prisoners. For such short-term prisoners as must be kept there, much discipline is impossible; but the practice of employing them outside about the place has been prohibited. They must at any rate be shut up, and set by task-work to grind flour, husk rice, pound bricks; or whatever can be found for them. Mr. Campbell has a strong belief that for such short-term prisoners solitary confinement with measured labour and short diet is very appropriate, and he procured the insertion in the new Criminal Procedure Code of a provision enabling second-class Magistrates to sentence to solitary confinement. As the Inspector-General knows, he has been asked to add to lock-ups, wherever practicable, compartments which may be used for solitary or separate confinement as well as for the ordinary purposes of separation.

“It is seldom necessary to provide much accommodation for women at rural lock-ups, and the Lieutenant-Governor has observed that a large proportion of space is generally wasted, being kept for women who never come. When by chance there is a woman prisoner, she can generally be kept at the police station till tried, and if sentenced, sent to the head-quarters.

“*Escapes.*—All Mr. Heeley says on this subject is connected with the general want of discipline, laxity in regard to jail rules, and habits of confidence and content prevailing in Bengal jails. The only wonder is that many more do not escape; but, as he says, they do not generally find it to answer; and besides confidence begets confidence. When the ordinary prisoners are well treated and trusted, they comparatively seldom go away. As a matter of discipline, however, the whole system must be reformed as the Inspector-General proposes.

“With reference to paragraphs 232 to 241, recapitulating the history of the question of police or warder guards, it may be remarked that the present Lieutenant-Governor had no part in the decisions alluded to, and the order upholding the present system was passed before he took charge. The whole subject cannot be disposed of in an annual report; it is a special one, which should be separately reported for orders. Without at all pledging himself, Mr. Campbell may say that he is inclined to make some concessions in the shape of special establishments for lock-ups and the internal guarding of jails. The complete control of the Magistrate over the police should diminish the inter-departmental clashings formerly complained of.

“As regards sentries on the wall, that also is a special subject. The Lieutenant-Governor is not yet prepared to bring them down till there are efficient substitutes inside. A sentry outside the wall is of

no use whatever unless the prisoner jumps down into his arms, as in one case reported.

Classification.—With reference to Mr. Heeley's apology for Bengal jails, the Lieutenant-Governor admits that men and women are in fact not often herded together. The license of Bengal 'Liberty Halls' does not go quite so far as that. But it seems clear that in a very large proportion of the Bengal jails the under-trial prisoners were not kept separate (in the day at any rate) till His Honor drew attention to the matter, and if that most primary step was not taken, he hardly went too far in what he then said of the system. He is glad to acknowledge that Mr. Heeley has done all he could in the manner described to remedy the evil, and no doubt, under detailed orders which have been issued, it will soon cease to exist, so far as under-trial prisoners are concerned. For the rest the Lieutenant-Governor is well aware that in almost all jails the prisoners are separated in different wards at night. The nature of the jail wards makes that necessary. He believes that in some jails some attempt is made at classifying them in these night wards, but the Lieutenant-Governor has hardly inquired into that; for, in truth, if the whole mass associate together in their meals and relaxations morning and evening, and work in the same yards and workshops all day, it matters little how they are separated when they are locked up for sleep at night.

"As regards paragraphs 258-260, Mr. Heeley already understands from personal explanation that he has misunderstood the Lieutenant-Governor's intention regarding the isolation of the under-trial prisoners. It was never ordered, and His Honor never thought of ordering, nor in any way intended, that under-trial prisoners should be subjected to solitary confinement. The Lieutenant-Governor may further say that he does not wish to have 'cells' made for confining prisoners only. What he does say is that, on the same principle on which he prohibits the mixing up of under-trial prisoners with convicted prisoners, he would not allow all under-trial prisoners in every case and every grade of offence to be mixed up together, if it can be helped. Especially he desires that newly arrived prisoners should not be turned loose among criminals of all classes before they have been examined by the Magistrate. The law, justly and properly as Mr. Campbell thinks, and at any rate in accordance with the laws of most other countries, permits, encourages, and enjoins the examination of accused persons to the fullest extent, and it would be defeating the whole object of the law if newly arrived prisoners were permitted to associate with practised villains before going before the Magistrate.

"For several reasons, then, under-trial lock-ups and wards must be sub-divided into several compartments, in which under-trial prisoners may be classed with reference to the nature of the cases on which they are brought up, to the stage of trial in which they are, and to the exigencies of particular cases.

"The Lieutenant-Governor quite agrees that it is most convenient that under-trial lock-ups should be placed near the Magistrate's court, as in the North-Western Provinces; and it has already been arranged with the Inspector-General to build these wherever the ordinary jail is not close at hand, or does not provide the necessary accommodation.

"Paragraph 262, regarding the comparative length of time that prisoners are under trial, will be considered in the Judicial Department, together with the first part of paragraph 263.

"*Para. 265.*—The Lieutenant-Governor agrees in Mr. Heeley's view that improved accommodation for civil prisoners must be postponed to more pressing necessities. It is to be observed that the number of these prisoners has much diminished of late years.

"*Para. 268.*—The Inspector-General's views here exhibited regarding non-labouring convicts are correct. They are better classed with convicts than with under-trial prisoners, and the bad characters imprisoned in default of security are perhaps the worst class in the jails.

"*Classification of labouring convicts.*—The Lieutenant-Governor feels much indebted to Mr. Heeley for his carefully thought out scheme, and considers his proposals very judicious and well-timed. He is authorised to carry them out as far as he can. He will no doubt consider them experimental, and report presently on their working, and on the modifications which practice may suggest."

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"It should be a most particular rule that in all cases of transfer, both this note of previous character and a certificate of jail character to date should be sent with the prisoners.

"The Lieutenant-Governor will only further say that when this is done, great care will still be necessary to see that jail officers pay attention to previous character. If strict rules lead to evil in one way, on the other hand the discretion now proposed to be given in regard to classification might open the door to much undue favour if jail officers looked to jail convenience and jail conduct only.

"*Para. 281.—Juveniles.*—The want of arrangements for this class would be intolerable, if it were not happily the case that comparatively few boys come into our Indian jails. The examples given from the Presidency Jail in the Inspector-General's 76th paragraph, show however that, as civilisation proceeds, the class of boy-criminals of a habitual type is growing up. If there is a sufficient supply of such cases, and Mr. Heeley thinks it desirable to come forward with a plan for a regular juvenile reformatory, to which habitual boy-criminals from all parts of the country may be sent, the Lieutenant-Governor will be glad to consider it. Meantime there are to be juvenile wards in our central jails, and the Lieutenant-Governor will be glad if the Inspector-General can suggest arrangements of the same kind for groups of jails not in easy communication with a central jail.

"Where there are only two or three boys, they might be put together in a cell or separate compartment, be locked up, and worked there during the term of a short sentence.

"*Part VIII—Para. 282.—Internal discipline; Establishments.*—As regards the relative pay of jailors and naibs, the Lieutenant-Governor had rather the jailor should have a little less and the naib a little more, so that a really good naib might have the prospect of succeeding to be a jailor, than have so wide an interval between their salaries as is here described. Hitherto, with large salaries and *all* the commission, the emoluments of the jailors have been disproportionate to those of the rest of the establishment. A well graduated establishment is much

more efficient than a disjointed one. We shall get better jailors if fair promotion is given to men who have served well in the lower grades. The turnkeys, too, should have a place in the gradation, and it should be possible for them to rise. The Lieutenant-Governor heartily concurs in what is said of them in paragraphs 283-85. But two grades of turnkeys and two of head turnkeys will probably be enough. The Lieutenant-Governor is ready to sanction a scheme for giving Rs. 7 and Rs. 9 to the former, and Rs. 12 and Rs. 15 to the latter, as fit men are selected or found.

"*Para. 286.*—The first part of this paragraph, regarding the benefit derived from having a European warder, somewhat conflicts with what the Inspector-General has before said about European candidates for employ, and with the last part of the paragraph. Europeans have certainly some qualities very desirable in jails, and if the class of men obtained were always or generally virtuous and sober (as seems to be sometimes assumed), they would be well worth the expense. But it is very well known that if in this country we pick up and employ under-paid Europeans, they are generally very far from possessing those qualities, as the experience quoted in the report clearly shows. Except for European prisoners, the Lieutenant-Governor has, therefore generally declined to sanction European warders; and he adheres to the resolution that for native jails, unless the charge is so important as to justify not only a European jailor, but also a European deputy under him on some such salary as Rs. 120 or Rs. 150, he will not have Europeans under the jailor.

"*Paras. 288-90.*—The Inspector-General's remarks regarding convict overseers are extremely judicious, and the Lieutenant-Governor trusts he will succeed in putting a stop to the breaches of rule and abuses which have prevailed.

"*Para. 291.*—Where a jail writer is really necessary, regular sanction for one should be applied for.

"*Paras. 292-94.*—The Lieutenant-Governor looks on the revision, consolidation, and abbreviation of jail forms and returns as a work of the very first importance, and he trusts that Mr. Heeley will succeed in carrying it out thoroughly and well."

* * * * *

"Mr. Heeley's remarks about jail accounts are of very great importance. Here there must be no returns in the rough, no sacrifice of exactness; we must insist upon rigidly accurate and precise accounts, as the very first condition of jail administration. The Lieutenant-Governor trusts with confidence to Mr. Heeley's efforts to secure this result.

"*Paras. 296-307.—Conduct, Offences, and Punishments.*—The general conduct of the prisoners in the jails seems to have been fairly good in the year under review, and offences and punishments not more than might be expected. The Lieutenant-Governor quite agrees in what the Inspector-General says in paragraph 299, that it is much better that serious offences should be tried judicially by a Magistrate. He also agrees in most of the remarks in paragraph 302 regarding luxuries. The practice under which the use of tobacco was at one time almost winked at was very injurious.

"The only part of this chapter in which His Honor cannot fully agree, is Mr. Heeley's strong recommendation as to the very free use of corporal punishment. If we were dealing with brutal and refractory men, flogging would be most effective; but most of our prisoners do not present this character. Prisoners are sent to jail for offences of various degrees of turpitude, and a flogging for a breach of jail discipline may be a fearful degradation, and a punishment altogether disproportioned to the original offence. When the law so carefully restricts the use of stripes judicially to certain specified offences, it seems to Mr. Campbell dangerous to suggest to officers in charge of jails, who are generally quite without judicial experience, the very free use of that punishment for petty jail offences. Such a power is most unequally used, as the figures of the report show. Some men will scarcely be driven to use it at all; others, having once taken to it, may use it without sufficient discrimination. The class of offenders in the Presidency Jail is probably much more habitual and more fitted for the lash than those in country jails, but still the number of floggings seems very large. And the Lieutenant-Governor can imagine no reason why the lash should be so much more frequently used at Patna, Bhaugulpore, Bheerbhoom, and Sylhet, than at Moorshedabad, Burdwan, Nuddea, and Tipperah. The excessive frequency of this punishment in the small jail of Beerbhoom, not containing a very desperate class of criminals, seems to call for special inquiry. The Lieutenant-Governor highly approves of Mr. Heeley's proposal to draw out some rules showing in what cases corporal punishment may be given, and thinks that, as regards all district jails at any rate, the Magistrate of the district should be called on to exercise a strict supervision over jail punishments, and should be responsible for the general discretion with which such punishments are inflicted. Probably some distinction might be made between men never hitherto flogged and hardened offenders for whom that punishment has become a necessary instrument of discipline.

"It is to be hoped that when there are better means of solitary confinement, that punishment combined with low diet and hard work may prove an effectual instrument for keeping order. Shaving of the head may be a good punishment in some cases."

* * * * *

"*Para. 316.*—With reference to the Lahore system of intermediate punishment, the Lieutenant-Governor observes that the first stage is practically the same as our prison warder stage. The second stage has admittedly failed. The whole thing resolves itself therefore into the third stage, that is, ticket-of-leave under surveillance. The Lieutenant-Governor thinks it an excellent plan that such prisoners should be bound to work under the Department of Public Works or other public department. At Lahore, Mr. Campbell understands that at one time, under a system vigorous somewhat beyond the law, all bad characters and released prisoners were put on the roads as Public Works Department coolies, and the effect is said to have been very good. The Lieutenant-Governor will be glad at any time to have proposals for any system of conditional release in accordance with the law, or to which we might obtain sanction of law, provided it be consistent with the principles with which he commenced his remarks on this subject.

"*Para.* 318.—Mr. Heeley will, the Lieutenant-Governor hopes, introduce the mark system as proposed by him.

"*Paras.* 320-321.—As regards gratuities, His Honor quite agrees in what is said, so far as he can at present see. The rules to which allusion is made were passed in routine course as sent up by the jail department, and the Lieutenant-Governor is quite ready to alter them for sufficient reasons.

"*Para.* 324.—*Employment.*—This subject has given occasion to much correspondence and many directions. It is in a transition state, and it is impossible to carry out a very complete and satisfactory system till buildings and instruments are provided. General considerations on the subject have been already dealt with. It is therefore not needful to go into detail here, but only to make a few observations. The Lieutenant-Governor is fully satisfied that Mr. Heeley has done all that he can to carry out that object which was pointed out to him as most necessary, viz. the provision of a certain amount of penal labour for short-term and other prisoners. The details given show as much as could be expected under the circumstances. At the same time the Lieutenant-Governor feels that it is very difficult, without scientific instruments, to ensure really penal and uniformly penal labour at oil-presses, brick-pounders, &c. For instance, at Berhampore, Dr. Coates is stated, with much trouble and frequent whippings, to have at last got a full measure of brick-dust; but when Mr. Campbell was there, he found that the prisoners were industriously pounding bricks which were nothing but unburnt mud. He will be glad to see treadmills in some of the jails, and still more glad to have some cranks for single prisoners in many jails and lock-ups. He thinks little of the value of a few prisoners' labour compared to a good *measure* of punishment, and would much like the Inspector-General to get some such instruments for single prisoners by which penal labour can really be exactly measured, especially since such labour may be combined with solitary confinement, to which, so used, the Lieutenant-Governor looks a good deal for relief from the short term difficulty. Cranks might be particularly useful in lock-ups. As regards ordinary intramural labour, the Lieutenant-Governor will only say he thinks jute manufacture both the most profitable and the best manufacture we can have. It is heavier and coarser work than most weaving. The cultivation of jute is extending to many districts, and the Inspector-General should extend this industry as much as possible. Complaint is made in some jails that they cannot sell their jute articles. It might be well to have a central dépôt for such things in Calcutta, where the demand is almost without limit.

"*Paras.* 342-43.—As regards classes of labour, the Lieutenant-Governor is inclined to prefer Mr. Heeley's original classification to any subsequent modification suggested, and does not think too much discretion should be given to jail officers, whose views and habits of mind vary so greatly. While we must not too much relax judicial sentences, we must also not too much modify them in any other way. If a Judge sentence a thief and a rioter to the same rigorous imprisonment, he has probably meted out to each what he considers right according to the same measure, and we can hardly say one imprisonment should be really rigorous, and the other not. It is enough if we say the

offence of one prisoner involves turpitude of character, which will be a bar to places of trust, and the other may fairly earn promotion after doing his share of hard work.

"*Para. 348.*—The Lieutenant-Governor also prefers Mr. Heeley's original views regarding garden labour to those developed in him by jail officers. Garden labour may be sometimes (though rarely) hard in some degree, but there is no denying that garden work is generally a pleasant labour which suits prisoners' tastes. Ordinary prisoners in the hard-working stage should *not* have their turn of the garden; that may degenerate into a periodical communication with the outside world. The garden should be reserved as an *indulgent* labour, and for convalescents. The whole number to be so employed, whether in the jail garden, Superintendent's garden, or any such work outside, should be limited to a certain proportion, and exception being allowed after there has been much illness.

"*Para. 353.*—The Lieutenant-Governor is sorry that the convict gang at Dehree did not do more real work for the Irrigation Department. There is, however, reason to believe that they have done much more in the present year and have been of great use. Such employment in public works has its advantages and disadvantages. But on the whole, seeing the difficulty we have in usefully employing our prisoners, His Honor is not prepared to object to the system when it can be carried out under favourable circumstances, and especially when the prisoners are far from their homes, which is, he thinks, a great advantage:

"As regards out-door work generally, most of the Lieutenant-Governor's personal experience has been in days when prisoners worked on the roads, and he has said that they did much useful work; but then they were put in large gangs on considerable works where the work done could be watched and measured. He entirely agrees with Mr. Heeley in denouncing as most injurious the employment of prisoners, after the fashion mentioned, in such work as cleaning bazaars, weeding and mending roads, and all sorts of little odd jobs. Such works cannot be measured, nor can the prisoners be properly supervised. It is far worse than the old mode of working in large gangs, and should be strictly forbidden. The only possible case where such work might be allowed under judicious restriction would be as an indulgence for the same class of prisoners who are employed in the garden.

"At Jessore and Mymensing such a system is quite unnecessary. The Inspector-General must also examine and reform the practice in Assam, as already directed.

"The remarks regarding the employment of prisoners on odd jobs apply still more forcibly to lock-ups. The Lieutenant-Governor strongly suspects that in some cases prisoners are kept at sub-divisional lock-ups on purpose to use them in this way. At any rate, the practice of keeping them for considerable terms at lock-ups should be put a stop to. It seems quite unnecessary at Begoo Serai. Buxar is on the very line of rail, and prisoners might be sent to Arrah daily, if necessary. Mr. Heeley should look into this matter carefully.

"The subject of these lock-ups has been several times mentioned in this resolution, and the Lieutenant-Governor will not pursue it further

than to say, with reference to paragraph 362, that Government will insist on Magistrates carrying out zealously the important reforms in lock-up management required, and will hold sub-divisional officers strictly responsible for a hearty compliance with orders on this subject.

"The Inspector-General's definite proposals as regards the establishments for lock-ups are awaited. They should certainly include at least one responsible man in charge *not* liable to be changed.

"*Chapters X and XI.—Jail Finance.*—Most of the branches of expenditure and income have been indirectly or directly treated in remarks on the various departments of jail management, and the Lieutenant-Governor has not much more to say here. Upon the whole, whether taking the past year alone or relatively to its predecessors, he does not think that we can complain that our jail expenditure is excessive. It is, however, considerably in excess, man for man, as compared to the North-Western Provinces, paragraph 409 showing the cost per head for Bengal to be Rs. 56-9 to Rs. 45-10 in the North-Western Provinces; and it is not quite clear why rations in Bengal should cost Rs. 26 to Rs. 19-8 in the North-Western Provinces. But in the present state of our buildings some additional expense for guards, &c., must necessarily be incurred. And the Lieutenant-Governor quite feels that if by attention to details which he is sure will be given, by the reduction of expensive jails, and pruning of unnecessary items, something is saved, a good deal of expense will be involved *per contra* to render our establishments efficient and our system satisfactory. He therefore cannot look to much saving, and will be content if we attain more efficiently the objects for which jails are designed without very material addition to the net cost of our jails.

CIVIL JUSTICE.

THE report of the High Court on the administration of civil justice for 1871 has not been received, but the tables in the appendix have been furnished.

The number of cases under trial before the superior courts of original jurisdiction, that is, the Judges of the High Court, during the year 1871, the number disposed of during that period, and the number pending at its close, are shown in the following statement:—

	Remaining from last year.	Instituted in 1871.	Total.	Disposed of.	Pending at the end of the year.
Superior Courts of general jurisdiction ...	412	641	1,053	589	464
<i>Superior Courts of special jurisdiction.</i>					
Admiralty	13	2	15	14	1
Insolvent	135	72	207	98*	109
Divorce	3	5	8	4	4
	563	720	1,283	705	578

* Details.

Dismissed or withdrawn	33
Insolvents sworn and discharged	65
	98

Besides—

Applications for protection orders	23
Vesting and other orders	614
	637

The High Court was open for business for 252 days in the year, during which time the Judges disposed of 4,504 appeals and applications of various kinds, which number included 285 regular appeals, 2,079 special appeals, 418 miscellaneous appeals, 1,147 criminal cases which required confirmation or which had been appealed, etc., and 28 references from mofussil Small Cause Courts. They also passed 3,100 miscellaneous orders in court and 248 out of court. The Judges sat only in Calcutta, where they have and exercise ordinary original civil jurisdiction, and where original cases are generally disposed of by a

single Judge, but are open to appeal. They have also power as a court of extraordinary original jurisdiction to transfer suits from inferior courts in the interior, and try them themselves, but during 1871 no such transfers were made. In insolvency cases the order for the discharge of an insolvent is in the form of a certificate, and is the same in every case; no classification of certificates such as exists in England under the Act of 1849 is carried out in India.

The total number of suits set down for hearing in the Calcutta Court of Small Causes during the year under review (1871-72) was 33,105, comprising 31,536 cases instituted during the year, and 1,569 cases pending from the previous year. Of this number 14,900 cases were decided in favor of plaintiffs, 8,158 after trial, and 6,742 *ex-parte*; 1,397 were decided in favor of defendants, and 3,223 were nonsuited. Of the rest 9,690 were compromised, 3,019 were struck off in default of appearance of plaintiffs, and 876 were pending trial at the close of the year.

The number of suits instituted during the year shows a decrease of litigation to the extent of 803 cases, as compared with the number of cases (32,339) instituted during 1870-71, or an average decrease on the whole of 67 cases a month. The average number of institutions for each day was 128·7, the Court having been open during the year for 245 days.

The amount of property in litigation was Rs. 15,28,938, against Rs. 16,07,131 for the previous year, showing a decrease of Rs. 78,373.

Class of cases.		In 1870-71.	In 1871-72.	Increase.	Decrease.
Under Rs.	5	.....	6,805	} 171	.....
Do. "	10	13,286	6,052		.....
Do. "	20	6,741	6,518		223
Do. "	50	6,239	6,034		205
Do. "	100	2,659	2,412		247
Do. "	200	1,560	1,496	.....	64
Do. "	300	662	556	.....	106
Do. "	400	362	335	.....	27
Do. "	500	232	202	.....	30
Do. "	600	158	172	19	.....
Do. "	700	124	110	.....	14
Do. "	800	95	87	.....	8
Do. "	900	89	60	.....	29
Do. "	1,000	94	59	.....	35
Above	1,000	43	38	.....	5
Total ...		32,339	31,536	190	993
Deduct increase		.....	.....	.....	190
Net decrease ...		.....	.....	.....	803

Court has been rapidly declining during the last three years, while the amount of property in litigation may be said to have been falling for the last six years. This is not sufficiently explained, and inquiry seems to be necessary. The number of holidays taken during the year (68 exclusive of Sundays) has attracted the Lieutenant-Governor's attention, and inquiry has been made on the subject. The great pre-

ponderance of judgments in favor of plaintiffs (14,900) over those in favor of defendants (1,397), taken in conjunction with the fact that of 31,536 cases only 6,742 were disposed of *ex-parte*, seems to indicate that the Court is not made an excessive engine of needless harassment. But there seems to be doubt whether there have not been delays and difficulties in some departments of the Court.

The receipts from fees, &c., during the year amounted to Rs. 2,03,088-9-3, being Rs. 10,263-4-6 less than the receipts (Rs. 2,13,301-13-9) shown by the returns of the previous year. The charges on account of Judges' salaries, establishment, house-rent, contingencies, and bailiffs' commission, amounted to Rs. 1,74,394-14-4, leaving a surplus of Rs. 28,643-10-11, which was Rs. 8,697-15-8 below the surplus (Rs. 37,341-10-7) of the previous year.

The totals of the various descriptions of civil suits instituted in the courts of several grades in the interior during the year, are shown in the statement below :—

Instituted in	Suits for money.	Suits under rent law.	Other suits.	Total number of suits.
Small Cause Courts... ..	41,352	.....	.....	41,353
Moonsiffs' ditto	107,430	84,757	29,963	2,22,150
Subordinate Judges' Courts	2,502	472	1,434	4,408
District Judges' Courts	1	1	20	22
Revenue Courts ... ..	.....	6,648	.....	6,648
Total ...	151,285	91,878	31,417	274,580

The subjoined table shows the number of cases under trial before the Courts of several grades in the interior, with the number disposed of during the year :—

	Total number of suits for disposal.	Total number disposed of.
Small Cause Courts	45,530	42,527
Moonsiffs' ditto	266,177	220,145
Subordinate Judges' Court	7,430	5,314
District Judges' Courts	199	129
Revenue Courts	8,045	7,358
	327,431	275,473

The business of the civil and revenue appellate courts during the year is shown below :—

	Total number of appeals for decision.	Total number of appeals decided.
Subordinate Judges' Courts	13,170	9,169
Collectors' Courts	706	664
DISTRICT JUDGES' COURTS.		
Civil appeals	20,565	6,237
Revenue „	5,681	2,764
HIGH COURT.		
Regular appeals from Judge or Bench in original jurisdiction	60	53
„ from District Courts	489	285
Special appeals	2,830	2,079
Total ...	43,501	21,251

The subjoined table shows the result of appeals decided in the High Court :—

	In regular ap- peals from Judge or Bench in ori- ginal jurisdiction.	In regular appeals from District Courts.	In special appeals.
Orders confirmed	34	171	1,297
„ reversed	8	58	281
„ modified	4	12	33
Cases remanded	2	25	397
„ dismissed in default	5	19	71
	53	285	2,079

The total value of suits disposed of during the year was as shown below :—

Value of suits disposed of in—		
Civil Courts	Rs. 3,33,04,612	
Revenue Courts	„ 4,59,065	
Total ...	Rs. 3,37,63,677	

The number of applications for the execution of the decrees of the civil and revenue courts during the year 1871, the number disposed of during that period, and the number pending at its close, are shown below :—

CLASS OF COURTS.	APPLICATIONS TO EXECUTE DECREES.				Decrees completely executed.	Decrees partially executed.	Pending.	Total.
	Pending.	Filed.	Received by transfer.	Total.				
Small Cause Courts	2,133	26,784	46	28,963	5,566	21,495	1,902	28,963
Moonsiffs' Courts...	29,608	166,118	11,185	a 206,906	55,778	118,175	32,544	206,492
Subordinate Judges' Courts ...	3,019	10,694	568	b 14,281	3,804	7,486	3,019	14,259
District Judges' Courts ...	347	960	857	c 2,164	510	1,185	414	2,109
Revenue Courts ...	1,125	5,054	.....	6,179	2,016	3,523	640	6,179
	36,232	209,605	12,656	258,493	67,669	151,814	38,519	258,002

a. b. c.—The difference, 491, between column 5 and the aggregate of 6, 7, and 8, is attributable to transfers.

The total number of suits decided by the civil courts in which Government was concerned amounted during the year to 282, of which 198 were original cases, and 84 appeals. Of the original suits 152 were decided in favor of Government and 26 against it, while 20 were compromised. Of the appeals 62 were decided in favor of Government and 10 against it, and 12 were remanded for re-trial. The total number of judgments favorable to Government was 214, against 36 unfavorable to it, the percentage of the former on the total number of judgments given being 85.6. The percentage of favorable judgments in the preceding year (1870-71) was 77.26.

The total value of suits in which Government was concerned was Rs. 10,23,109; the value of those in which it was defendant being Rs. 8,86,366, and the value of those in which it was plaintiff being Rs. 1,36,743. In suits brought against Government the aggregate value of the cases dismissed amounted to Rs. 3,27,164, and the aggregate value of the cases in which decrees were obtained amounted to Rs. 27,159; but the sum actually decreed against the Government was much less, amounting to Rs. 15,808. Of this sum Rs. 2,571 was money which Government acknowledged to be due and was all along willing to pay had the parties been willing to accept it; the actual amount of liabilities which Government incurred during the year was therefore Rs. 13,237.

The value of the suits in which Government was plaintiff amounted to Rs. 1,36,743, and the aggregate value of the cases in which it obtained decrees amounted to Rs. 1,05,518. The value of the suits brought by Government which were dismissed amounted to Rs. 6,113.

The actual disbursements of Government during the year amounted to Rs. 3,42,032, of which, however, a very considerable portion,

Rs. 3,17,793, was on account of two old cases which formed no part of the year's litigation.

The Court of Wards' cases conducted under Government agency were as follows :—

					Original cases.	Appeals.
Decided in favor of the Court of Wards...	...				192	57
Ditto against ditto	...	...			71	27
Remanded	...	...	...	...	...	11
Compromised	...	...	...	...	23	...
					<u>286</u>	<u>95</u>

The Lieutenant-Governor has seen reason to doubt whether Collectors, acting in the supposed interest of their wards, are not sometimes too ready to allow themselves to be persuaded into litigation and to intervene in cases where they would have been wiser to abstain from active interference. They have been lately warned against this tendency: and Court of Wards' cases will in future be under the same scrutiny both here and in England that is applied to ordinary Government litigation.

The transfer of certain pergunnahs from the non-regulation district of Maunbhoom to the regulation district of Bancoorah gave rise to a curious question as to the legal effect of such territorial transfers. Under the orders of Government and powers conferred by Regulation XIII of 1833, the Commissioner of Chota Nagpore, to which Maunbhoom belongs, is authorised to take in hand the estate of any proprietor who is involved in it and hold it in sequestration till the debt is liquidated. This saves the estate from sale while satisfying the just claims of creditors. In the pergunnahs transferred to Bancoorah lay an estate under an attachment of this kind: and the question arose as to the effect of the transfer upon the arrangements subsisting in regard to it. The Lieutenant-Governor decided that so long as the creditors did not move, the Collector ought to maintain the arrangements, and if they did move, the Civil Court should be asked to act under section 243 of the Civil Procedure Code, and appoint a manager, an application which under the circumstances the court would probably grant. As regards the particular estate, the Collector has since, it is understood, effected an arrangement for paying off the debt by inducing the owner to sell a part. But the matter was laid by the Lieutenant-Governor before the Government of India, as it might be important to note the effect of the Bill to define the local extent of the Regulations and Acts, then under consideration, upon such territorial transfers as that above referred to, and the Government of India might think fit to lay the papers of the case before the legislature in connection with that measure.

The High Court having drawn attention to the uncertainty existing in many cases as to the civil court powers possessed by officers in the non-regulation districts, a notification was published defining the powers.

Civil court powers to be exercised by officers in the non-regulation provinces, defined.

To avoid the delay and annoyance caused to suitors in Maunbhoom and Hazareebagh by having to prefer their appeals in each case at Ranchi before the Judicial Commissioner, who is the Judge of the province, sanction has been given under section 22 of Act VI of 1871 to the filing of such appeals before the Deputy Commissioners of those districts, who have the powers of Subordinate Judges.

The appointments of Moonsiffs are made by the local Government on the nomination of the High Court. During the year the Lieutenant-Governor sanctioned an arrangement by which an officer after his first appointment to the class of Moonsiffs should be at the disposal of the High Court to be posted to any station within the regulation territories of the Government of Bengal, and afterwards transferred from one station to another within such territories, as the exigencies of the public service may require, such distributions and transfers being merely communicated to Government. The Lieutenant-Governor has, however, since had some doubt whether the arrangement is a desirable one.

Upon the recommendation of this Government, the Government of India sanctioned in May 1868 the grant of a subsidy of Rs 30,000 per annum for carrying out an improved scheme of reporting the decisions of the High Court on both its original and appellate sides. One of the chief objects with which the scheme was inaugurated was to furnish to those engaged in the administration or practice of law a selection of cases carefully reported. The superintendence of the work was undertaken by a body called the Bengal Council of Law Reporting, and the reports have hitherto been published under the denomination of the Bengal Law Reports. Government in return for its subsidy receives 800 copies of the reports for distribution among its officers.

In January 1872, the scheme having then been in operation for nearly four years, the Government of India asked for a report showing its working since its introduction, and inquired whether the objects anticipated had been so attained as to warrant a continuance of the present arrangement, and whether in the Lieutenant-Governor's opinion a more efficient and economical mode of securing the object could be devised. On this the High Court and the Council for Law Reporting were requested to give their opinion on the working of the scheme, and for purposes of comparison other Governments were also requested to state what assistance they gave to similar undertakings, and in what shape the decisions of the High Court were furnished to the lower courts under them.

The High Court did not recommend the withdrawal of the Government subsidy on behalf of the Bengal Law Reports, and were unable to devise any other scheme that would be more efficient and more economical, although the publication had not realized all the anticipations formed of it. They thought that Government should insist on certain improvements both in respect to the selection of cases and the

manner in which they were reported, as matter not falling within the scope of a law report found its way into the Bengal Reports.

The Council of Law Reporting, admitting that the Law Reports had been disfigured by the inclusion of unnecessary matter, contended that this was forced upon them by the competition of another publication conducted by a private individual, which published *in extenso* nearly all the judgments of the Court, procuring these mainly by the aid of subordinates on the Court's establishment. The native bar and public looked more to quantity than quality, and the Council had therefore been unable to insist on a rigid system of selection in the Bengal Law Reports. They urged that the Government subsidy should be allowed to continue, as the Law Reports were gradually but surely improving in position, and they hoped soon to be able to increase the reporting staff so as to ensure genuine reports from each Bench of the Court.

The Lieutenant-Governor called for further information as to the actual cost of conducting the Law Reports and on other points, and these had not been received when the year closed.

It appeared to the Government of India that a main difficulty connected with the proposal noticed in pages 117-120 of last year's Administration Report, of confining appeals to the Privy Council from the decisions of the High Court to questions of law, arose out of the imperfect manner in which cases came before the higher appellate courts for decision. The Lieutenant-Governor was asked whether in his opinion any serious practical difficulty or any very great expense to either Government or suitors would be involved if it were made imperative that at least the material papers in each case should be submitted to the High Court in a translated form, such translations being prepared in the courts from which an appeal is preferred, or in the Zillah Courts.

After consulting District Judges and the Legal Remembrancer, the Lieutenant-Governor came to the conclusion that the best plan would be that when a case is appealed to the High Court the lower court should separate the important and unimportant papers, and that the former should be translated by a body of translators attached to the High Court, the cost to be borne by the parties to the suit. The supply of young Bengalis competent to translate into English is ample in Calcutta, and the plan suggested seemed the simplest and cheapest, if the establishment was only properly supervised.

During the year the High Court brought to the notice of the Government of India the great delay and inconvenience to which suitors in civil cases were frequently exposed by the practice of sending every civil process issued for service in any part of Nepal through the Resident and the Durbar at Katmandhoo.

The Resident suggested to the Durbar that the inconvenience complained of by the High Court could be obviated if the Terai local

Translation of material papers in cases appealed to the High Court.

Measures adopted with a view of obviating the delay which had been found to occur in serving processes on persons resident in the Nepal Terai.

officers were ordered to receive the processes direct from the officers of the civil courts in the British provinces, and return them in the same way after they had been served.

The proposal was accepted by the Nepalese authorities, and with the sanction of the Government of India the scheme has been brought into operation.

During the year the attention of the Lieutenant-Governor was drawn by the Government of India to the decision given by the High Court at Madras in a suit which was brought by the plaintiff with the view of having himself declared to be the Cazeer of Madras, and to restrain one of the defendants from acting in that capacity. From this decision it appeared that no means at present exist by which the Mahomedan community may be provided with officers whose functions are declared to be necessary to the discharge of their religious duties, and who were formerly appointed, and according to Mahomedan principles ought, it would seem, still to continue to be appointed, by the State. This state of things the Government of India thought might be regarded as a grievance by the Mahomedan community, inasmuch as, so long as it continues, the State declines to discharge a function with which, according to Mahomedan law, it is invested, though to do so would cost nothing to the State, and would be a considerable convenience to the Mahomedans. The opinion of the Lieutenant-Governor was accordingly asked whether any strong objection existed to the proposal to renew, by proper legislation, the practice of appointing Cazeers, which had been abolished by Government in 1864. On this twelve of the most experienced officers of Government were consulted. The Lieutenant-Governor, after duly considering the reports submitted, was of opinion that the obstacles in the way of formally re-establishing the office of Cazeer are so great that he could not recommend that it be attempted. The Mahomedan law is so liberal that there is no real difficulty in proving legitimacy, so as to render the appointment of Mahomedan marriage registrars by the State absolutely necessary. Perhaps it might have been well if they had not been abolished, but now if an attempt were made to "establish" orthodox Cazeers, the State would be involved in many difficulties and dilemmas. The Lieutenant-Governor, however, stated that he proposed that districts in which a large proportion of the population is Mahomedan, such of the people called Cazeers as are respectable and popular might be appointed sub-registrars of deeds with advantage, so as to give them the stamp of appointment by the ruling power, which the Mahomedan law is said to require, and measures for giving effect to this recommendation were ordered in consultation with the Inspector-General of Registration.

The Commissioner of Burdwan having complained that great delay generally occurred in the adjudication of rent suits in the courts of some of the Moonsiffs in the district, the attention of the High Court was invited to the matter.

Delay in the adjudication of rent suits in the district of Hooghly.

The High Court impressed upon the Judge of Hooghly the importance of the rapid disposal of rent suits, and also directed the Judge to submit monthly reports of the rent suits instituted, disposed of, and pending in each Moonsiff's court, with a statement of the causes of delay in any case, and measures have been taken to ensure a speedy disposal of these cases throughout the country generally.

The whole subject of the results of the re-transfer of rent suits to the civil courts has yet to come under review. The Lieutenant-Governor is awaiting a report long since promised by the High Court, and is not in a position at present to form a definite opinion on the matter. He has, however, seen reason to doubt whether considerable hardship has not been inflicted on the ryot as well as the landowner by the expensive and lengthy procedure of the civil courts in some instances, though he has no doubt that the Judges of the courts are in some respects better qualified than many of the Deputy Collectors who formerly tried the cases. The subject is one which must be looked at on several sides.

REGISTRATION.

On the 1st July 1871, Act VIII of that year came into operation, and

Changes in the law and their effect.

Act XX of 1866, which had hitherto been in force, was thereby repealed.

The principal changes introduced by the new Act were that the Registrar-General's office ceased to be an office of record, the provisions regarding the summary execution of specially registered bonds were omitted, and the voluntary registration of copies of decrees by the parties interested was substituted for the compulsory preparation and registration of memoranda by the courts of law. The effect of this latter change is that we have nowhere a complete register of the obligations and burdens affecting immovable property, for as a matter of fact scarcely any decrees have been registered under the optional provisions. The change which abolished the central registry office at the Presidency as a depository for copies of all indexes affecting immovable property, has thrown on the Government a greatly increased responsibility, for which it was hardly prepared, for the safe custody of records in very many offices scattered over the country, these being now the sole depository of registration documents, with no resource in case of fire or other accident. Something has, however, been effected by an arrangement that the indexes of the head-quarters sub-registration offices of districts should still be sent to Calcutta, while the retention for a time of the indexes of registration at the offices in the interior of districts gives a certain resource for a time in case of accident at the head-quarters. As regards registration buildings, it will be impossible, considering the magnitude of the task before Government, to attempt to provide secure buildings for all the Sub-Registrars in the interior of the country. At many of the civil sub-divisional offices there are decently secure registration buildings. Government must in the first instance concentrate its efforts on the head-quarters offices of permanently established districts. A considerable grant for registration buildings has been made during the current year, and corresponding annual grants have been promised for some years to come. As regards the new Sub-Registrars, distinguished in the report as "rural," it must be a condition of their appointment that their records are not exposed in a very inflammable construction, but kept in a building secure as native buildings go, and that no delay takes place in completing the copies and sending them away for record.

Subordinate to the Registrar-General (now called the Inspector-General of Registration) were formerly two grades of officers, called respectively Registrars and Sub-Registrars. The

Registration officers. Rural sub-registrars.

duties of the former (with some exceptions) were confined to the control and supervision of their subordinates, by whom the actual work of registration was performed. The Registrars were, as a rule, the district officers, but in three divisions (Patna, Burdwan, and Presidency) special officers had been experimentally appointed.

Registrars in 1867, and these special registration circles were still in existence at the commencement of the year under report. Till last year, working Sub-Registrars were only appointed at sudder or sub-divisional stations, and the inaccessibility of the registering officer was felt to be the weak point in the Bengal system. To provide a remedy for this the Government resolved to appoint as "rural" Sub-Registrars retired native officers and non-official gentlemen of known respectability. Their jurisdiction extends over a thannah or two; they themselves work at their own homes and defray all expenses, except the cost of the necessary registers, and are remunerated by a portion of the fees, varying from 75 to 50 per cent. Fifteen of these Sub-Registrars have been appointed during the year under report, and seven more since its close. The system is, so to speak, still on its trial, and if it continues to work successfully, there will doubtless be many new offices opened in the current year. Of the fifteen rural Sub-Registrars appointed during the year, two were appointed to the offices at Baraset and Serampore, which were in existence before. The other thirteen were new offices, and new offices were also opened during the year at Barrackpore and Sundee, the Cantonment Magistrate in one case and the Moonsiff in the other being appointed Sub-Registrars. There were altogether 156 places last year at which registration could be effected.

As will be seen from the statement given in the margin, the new

During 1871-72.					offices have mainly been established in the eastern districts, where, in consequence of the want of sub-divisions, and the excessive number of documents tendered for registration, additional facilities seemed to be most urgently called for, and it has been especially impressed upon the Inspector-General that among the great Mahomedan populations of Central, Northern, and Eastern Bengal, Registrars should be appointed who with the official stamp might take the place of Cazees for purposes of social registration. By this means the alleged
Backergunge ...	...	...	...	3	
Noacolly ...	...	...	...	3	
Dacca ...	...	...	...	2	
Sylhet ...	...	...	...	2	
Tipperah ...	...	...	...	1	
Hooghly ...	...	...	...	2	
24-Pergunnahs	...	...	...	2	
—					
15					
Since 31st March 1872					
Backergunge ...	...	...	...	1	
Furzedpore ...	...	...	...	2	
Jessore ...	...	...	...	1	
Midnapore ...	...	...	...	1	
24-Pergunnahs	...	...	...	1	
Sarun ...	...	...	...	1	
—					
7					
—					

difficulty in the Mahomedan law, which is said to require the appointment of such officers by the ruling power, might be surmounted.

Another important change in regard to the office of Sub-Registrar deserves notice in this place. It had often seemed very desirable that the emoluments of the officers who had been specially appointed Sub-Registrars on salaries of Rs. 200 a month, should to some extent be fixed according to the quantity of registration effected by them. Sub-Registrars have lately been appointed on this system at Hooghly and Bhaugulpore, and their pay consists partly of fixed salary and partly of a percentage as commission on the fees. This method will be adopted on the first opportunity in those offices in which the Sub-Registrar now draws a fixed salary only.

It has been arranged that the highly paid Sub-Registrars at headquarters should assist the Registrar in performing inspection duties and in exercising a control over the numerous offices which will doubtless be spread over the country during the next few years under what

has been called the rural system. If it can be properly carried out, this arrangement for District Inspectors and supervision is a most useful one, but the Lieutenant-Governor's principal fear is with regard to the competency for such duties of some of the officers who fill the posts. His Honor has, however, lately insisted on such an examination as shall secure that these registration officers really have the knowledge essential to their functions.

For the higher duties of inspection two Inspectors of Registration Offices have been appointed under section 8 of the Act.

The total number of documents registered during the past year was 245,270, against 241,713 in 1870-71, and 252,193 in 1869-70.

Operations under the Act during the year. The Lieutenant-Governor, in reviewing the report of the Inspector-General, did not consider that registration in Bengal had reached its full development, or that it was not likely much to exceed in ordinary years about a quarter of a million registrations. It might be that we approached a general registration of transfers of immovable property under the compulsory conditions of the Act. His Honor was not prepared to give an opinion on that. Leases certainly were not yet universally registered, not even those which are compulsory. As regards the optional registration of ordinary money and such like obligations and contracts, it seemed to His Honor that we had as yet hardly tapped that immense stratum of work. Optional though it be, the Lieutenant-Governor thought that our great object should be to give such facilities that people would resort to a public office for the attestation of their agreements, so that regarding the fact of the agreement there might not be future doubt, question, or litigation. The total number of registrations other than those of immovable property was but 31,762 in the past year, and has not averaged more than about that number. Seeing the enormous number of transactions that must necessarily take place in a population of 65 millions, almost every man of whom has independent transactions as a borrower, a lender, or an obligor or obligee of some sort, it is evident that the number stated is a mere drop in the ocean as compared to the whole transactions of the people. Our agency does not touch the mass of the business of the country, and the Lieutenant-Governor would make the agency sufficient. It was, then, to meet the great absence of popular registration which the figures above quoted show, that the Lieutenant-Governor has wished to increase the number of registration officers by the appointment of the Registrars called rural under the system above alluded to. This system has not been very readily accepted by those whose ideas were confined to salaried Registrars presiding in a dignified way over their offices, and who think that registration and most other privileges may be properly confined to those who can afford to pay lawyers for drawing long legal documents at the places where men of that craft congregate. The Lieutenant-Governor hoped that the Inspector-General would persevere and try the system fairly. It would take time, but if well worked he did not see why the objects of such a system should not in the end be worked out, and the number of optional registrations increased from scanty tens of thousands to hundreds of thousands.

The increase in the number of documents registered over the previous year amounts to about 3,500, or 1·5 per cent., and it is entirely due to an increase in the number of registrations affecting immovable property of a value not exceeding Rs. 100. There were 55,431 such registrations during the year under report, a figure which is the highest yet known in Bengal. The increase over the previous year amounts to 5,500, or 11 per cent., and appears to be pretty equally distributed throughout Bengal. In compulsory registrations, on the other hand, there is a decrease of 2,000 documents, or 1·3 per cent. The number of bonds and other documents unconnected with land is much the same as last year, and tends to confirm the opinion that the falling off noticed in the year's report was to be attributed to abundant harvests and the general prosperity of the country. It is in this class of documents probably that any development of registration which may be brought about by the rural offices will be found.

The number of leases registered has fallen from 113,193 to 110,514; perpetual leases, however, still remain at the large figure of 47,181. With respect to leases, the Lieutenant-Governor thought that the registration of perpetual leases at the rate of about 50,000 per annum no doubt pointed to a great system of sub-infeudation. But the great prevalence of small transactions of this kind seemed to be peculiar to a particular tract of country, viz. the maritime districts of Central and Eastern Bengal. Taking a portion of the 24-Pergunnahs and Nuddea, and the whole of Jessore, Backergunge, Furreedpore, Noacolly, and Chittagong, it might be said that about four-fifths of the whole number of perpetual leases were registered in that tract. Chittagong was a country of small landed proprietors, and the return seemed to show that these small proprietors sub-infeudated to proprietors smaller still. There seemed to be about one such transaction to every 18 or 20 families in each year. In the other districts just mentioned, where most of the zemindary rights were in the hands of large proprietors, the frequency of perpetual leases and comparatively small numbers of temporary leases registered, seemed to indicate the creation of many ryots' tenures at fixed rates in addition to the many which already exist, and it is otherwise known that there is much tendency in that direction in those districts. This peculiarity seems to concur with other peculiarities of the population of the same tract of country. The criminal reports speak of the hot temper and somewhat pugnacious courage of the people of those parts, and both in their social relations and in their religious tendencies they seem to show a certain independence of character. It is probably a happy circumstance that the more general diffusion of permanent property is gradually bringing to bear that conservative influence in the hitherto turbulent populations of the Bengal littoral.

As regards the registration of leases for terms exceeding one year, there are questions connected with this of great difficulty and importance, and which have been reserved for full consideration. On the one hand, there seemed to be no doubt that many leases were given which are not legally valid and not enforceable by process of law, and His Honor believed that it was not unfrequent that both parties to farming leases knew it to be so, and deliberately abstained from legally binding themselves. On the other hand, many officers seemed to apprehend on strong grounds that unregistered leases for terms would become instruments of

oppression and fraud, and the Inspector-General thought that if they were to be binding they should be registered.

The number of wills registered during the year has increased from 646 to 934, or 40 per cent.—a fact which points to a revolution in the ancient property law of India, which is gradually being introduced by the English doctrine of freedom of testamentary dispositions.

The new law Act VIII of 1871 which came into operation at the close of the first quarter of the year under report, deprived the department

of two important sources of revenue, viz. the fees realized for special registration and for the registration of memoranda of civil courts. At the same time the Government of India disallowed the imposition of fines and documents which were not claimed within a certain period from date of registration. These three items of revenue amounted in 1870-71 to the sum of Rs. 48,000. In order to guard against a deficit, therefore, it was determined to double the *ad valorem* fee for all documents of a value exceeding Rs. 1,000. This measure, it was estimated, would yield the sum of Rs. 16,500, and the balance was to be met by reduction of expenditure. The Government had also hoped to have been able to dispense with the extra copying fees, which aggregated about Rs. 35,000 in the previous year. For six months indeed, viz. from July to December last, these fees were not levied, but for various reasons it was found desirable to reimpose them in a modified form from the beginning of the current year. There is no doubt that the imposition of this fee has the effect of curtailing the extraordinary length to which some documents are otherwise allowed to run; moreover, a copying fee bearing some relation to the amount of labour involved in the registration of a document, seems better adapted than a purely *ad valorem* fee to a system under which the registering officers are remunerated solely by fees.

The result of these various changes has been to reduce the receipts of the department from Rs. 3,99,449 (which was the correct figure for 1870-71) to Rs. 3,73,136, and the expenditure from Rs. 3,13,026 to Rs. 2,80,961. The decrease in receipts is thus Rs. 26,000, and in expenditure Rs. 32,000. The surplus, exclusive of printing charges, which have not yet been reported, amounts to Rs. 92,174.

Finally, the following comparative statement exhibits the registration receipts and expenditure from the year of the introduction of the system to the present date:—

YEAR.	NUMBER OF REGISTRA- TIONS AFFECTING IMMOVABLE PROPERTY.		Number of other regis- trations.	Total regis- trations.	Total receipts.	Total ex- penditure.	REMARKS.
	Compulsory.	Optional.					
					Rs.	Rs.	
1865-66 ...	40,910	20,590	27,683	98,183	3,25,089	2,25,966	This year con- sisted of 11 months only. * The expendi- ture from this year includes postal charges.
1866-67 ...	101,422	40,346	31,391	182,159	3,19,754	2,25,951	
1867-68 ...	119,700	41,335	26,815	187,850	3,34,956	2,50,181	
1868-69 ...	125,438	42,794	46,739	213,968	3,67,271	2,90,099	
1869-70 ...	160,920	52,034	89,239	252,193	4,13,707	3,14,834	
1870-71 ...	159,963	49,862	31,883	241,713	3,88,688	3,11,825	
1871-72 ...	158,077	55,431	31,762	245,270	3,73,136	2,80,961	

A table exhibiting the details of registration will be found in the Appendix.

MUNICIPALITIES.

CALCUTTA MUNICIPALITY.

SEVERAL important measures engaged the attention of the Justices during the year under review (1871).
Calcutta Municipality.

It was noticed in last year's report that an Act (VIII [B.C.] of 1871) had been passed empowering the Justices to build a market, acquire land for its site, raise money within a limit of six lakhs to pay for it, and also to regulate and keep, in better order markets already existing. The site selected is in a most central position, between the Native and European quarters of the town, and close to the principal existing market. The land acquired is nearly 25 beegahs, or about 9 acres in extent. The entire area will not be required, but it was necessary to purchase the whole of the land in order to remove objectionable huts in the vicinity. After reserving the space necessary, the remainder will hereafter be sold, subject to careful restrictions as regards the buildings to be erected on the land. The contract for the construction of the market has been given to Messrs. Burn & Co., the estimate for the whole building, exclusive of internal fittings, being three lakhs. The building operations are being pushed on rapidly, and it is hoped that before the close of the year 1872 the market may be completed.

The municipal slaughter-house, which was ready for use in 1868, was brought into practical working operation during the early part of the year 1871, as noticed in last year's report. Hitherto there have been several difficulties in the way, but these have at last been successfully overcome, and the arrangements of the Justices for slaughtering cattle are now in full working order.

The town night-soil from houses in the vicinity of sewers is now, as far as possible, discharged direct into the sewers. Where this cannot be done, the filth is removed in air-tight iron carts and discharged into the main sewers at conveniently situated depôts, which are provided with an ample supply of water. No better plan seems feasible until the drainage works are extended to every street and lane in the town.

The drainage works of one part of the town (in the European quarter), for which a contract was given in 1868, were brought to a close during the year.

The drainage channel through the Salt-water Lake was also excavated by the Engineer, and the deposit removed aggregated about 1,400,000 cubic feet.

The engines worked satisfactorily throughout the year, and no stoppage occurred in the pumping out or removal of the sewage.

A committee, consisting of Mr. G. Sibley, Chief Engineer, East Indian Railway Company; Mr. C. H. Denham, Deputy Engineer, East Indian Railway Company; and Mr. T. S. Isaac, Superintending Engineer, Presidency Circle, appointed to consider the advisability from all points of view of extending the drainage scheme to the rest of the town, including the native quarters, reported in favour of doing so, and submitted an estimate of the cost, amounting to 56 lakhs. Owing to this estimate being beyond the financial capacity of the town, the Justices adopted the recommendation of the committee, that all the main sewers should be constructed at once, and that the existing minor drains should be gradually improved, as far as circumstances and funds might admit. To enable the Justices to give effect to this decision and to effect other improvements, a Bill was brought forward in the Lieutenant-Governor's Council and passed, by which the borrowing powers of the municipality were increased by 30 lakhs.

1,946 houses were connected with the water-works during the year, thus bringing up the total number of houses supplied with water to 3,111.

Water-supply works. The average daily consumption of water during the same period was upwards of 5 million gallons; being an increase of nearly 2 million gallons per day over the preceding year. Under the arrangements in force the Justices were not in a position to deliver in town more than 6 million gallons. Looking at the rapidly increasing requirements of the inhabitants, it was desirable to make preliminary arrangements for doubling the supply by delivering the water from Pultah to Tallah more rapidly than hitherto, and for providing the additional engine power which might be found necessary. The Engineer's estimate for these works aggregated Rs. 19,22,000, but he suggested the advisability of providing a separate supply of unfiltered water direct from the river opposite Calcutta for street-watering purposes at a cost of about two lakhs. The question was allowed to remain in abeyance for some time in the hope of its being ascertained definitely from Government what quantity of water was required for buildings situated beyond the limits of the town. Nothing was done about it in 1871, but in 1872 an additional engine for the Tallah pumping station was sanctioned, as well as the separate supply for street watering, but the carrying out of the latter scheme has been temporarily postponed owing to the rise in the price of iron. It will be carried out in 1873.

In order to provide for a more extensive and efficient mode of street watering, 200 hydrants were procured from England; but as these were found to be rather expensive, 265 hydrants of a cheaper and simpler construction were manufactured at the Intally workshops. During the year 330 hydrants of both descriptions were placed in the principal thoroughfares at distances of 100 feet, and both were found to work satisfactorily. An ample supply of pure water was thus placed at the service of the poorer classes of natives free of cost, and has been much appreciated by them.

Twenty streets, having an area of 2,263,210 superficial feet, are watered by means of hoses direct from the hydrants which have lately been provided; the other streets are watered by carts.

The health of the town was favourable during the year 1871, notwithstanding the very unusual circumstance of the prevalence of rain during seven months of the year. The total number of deaths during the year was 10,300, against 10,152 in the preceding year, or in the proportion of 23·9 against 23·4 per 1,000. This increase of ·5 per 1,000 in the death-rate was reported by the Health Officer to be due to the aggravated fatality of fever. There was a marked diminution in deaths from cholera, the total number being 800, against 1,563 in 1870.

The subject of constructing tramways in and about Calcutta has been under consideration, and it was suggested by the Government of India that the Justices might undertake this work. After much discussion they decided to lay down an experimental line from the Eastern Bengal Railway Station *via* Bow Bazaar and the Strand Road to Armenian Ghât, on the Hooghly, and to pay for it out of their current income.

The Government of Bengal having sanctioned this proposal, the necessary materials for the construction of the tramway have been procured from England at an estimated cost of Rs. 45,701. It was hoped that the tramway would be laid and rendered available to the public before the expiration of the current year 1872 or early in 1873.

The insufficiency and inferior quality of the gas supplied to the town by the Gas Company having been a constant subject of complaint both on the part of the Justices and the public generally, and the Trades' Association having expressly addressed the Justices on the subject, a special committee was appointed by the Commissioners to inquire into and report on the lighting of the town of Calcutta. Little or no progress, however, could be made in this inquiry for want of certain apparatus for photometrical observations, which had to be obtained from England. This, however, has now arrived, and it is hoped that the special information required will soon be in the hands of the Justices.

The Justices agreed to defray one-half of the cost of taking the census of the town of Calcutta, and the arrangements connected with it were placed in the hands of a special committee. Their action did not affect the suburbs, as the Magistrate of the 24-Pergunnahs desired to make his own arrangements.

The full report of the census taken by the Justices was not received, but some of the results were ascertained to be as follows:—The total population of Calcutta is 447,601, of whom 299,857 are males and 147,744 are females, so that the males are to the females in the proportions of 2 to 1. There is a large labouring population in Calcutta without their wives or families, and many Europeans and others are similarly situated. The table below shows the proportion in which the various religions are distributed among the population. A more complete notice of the facts which the census has brought to light, and the agency by which it was taken, &c., must be reserved until next year.

	Males.	Females.	Total.	Percentage on total population.
Hindus...	189,422	101,772	291,194	65 in 100
Mahomedans ...	96,260	86,871	183,131	30 in 100
Buddhists ...	622	247	869	19 in 10,000
Christians ...	12,917	8,439	21,356	48 in 1,000
Others ...	636	415	1,051	23 in 10,000
Total ...	299,857	147,744	447,601	.....

The following statement shows the income of the year 1871 derived from the various sources of revenue available for municipal purposes, and the expenditure for the same period. The police-rate and water-rate form separate accounts for expenditure on police and water respectively; all the other items of income and expenditure are merged in a common fund:—

RECEIPTS.

Ordinary.	Rs.	A.	P.
House-rate at 9 per cent. ...	9,65,414	0	0
Lighting-rate at 2 per cent. ...	2,04,730	0	0
Police-rate at 2½ per cent. ...	2,40,378	0	0
Water-rate at 5 per cent. and sale of water ...	5,66,932	0	0
Licenses on professions, trades, and callings ...	2,44,972	0	0
Ditto for carriages and horses ...	1,03,395	0	0
Registration of carts and hackeries ...	48,014	0	0
Miscellaneous, including suspense account ...	4,29,968	0	0
Total ordinary ...	28,08,803	0	0
<i>Extraordinary.</i>			
Loan by issues of municipal debentures ...	1,00,000	0	0
Premium on the same ...	14,000	0	0
Loan from the Government on account of the market ...	3,00,000	0	0
Sundry receipts on account of private drainage ...	1,620	0	0
Receipts from Commissioner of Police for construction of latrines ...	6,129	0	0
Miscellaneous ...	24,217	0	0
	4,45,966	0	0
	32,49,769	0	0
Add balance of previous year ...	5,63,327	0	0
Grand total ...	38,13,096	0	0

EXPENDITURE.

Ordinary.	
Interest on municipal debentures ...	3,10,366 0 0
Ditto ditto for sinking fund ...	1,08,000 0 0
General establishment, office rent, collections, commission, printing, advertising, law and contingent charges ...	2,77,806 0 0
Roads ...	2,55,190 0 0
Conservancy ...	1,63,174 0 0
Lighting of the town ...	2,26,384 0 0
Watering streets...	36,841 0 0
Pauper hospital ...	84,794 0 0
Vaccination ...	1,840 0 0
Lock hospital ...	17,269 0 0
Cremation of pauper dead ...	1,624 0 0
Water-works maintenance ...	2,43,038 0 0
Ditto interest on loans for maintenance ...	2,08,000 0 0
Ditto sinking fund for maintenance ...	1,04,000 0 0
Police paid by municipality ...	2,56,605 0 0
Miscellaneous ...	4,77,194 0 0
Total ordinary ...	27,22,125 0 0

Extraordinary.

	Rs.	A.	P.
Expenditure on account of municipal market	2,18,796	0	0
Burn and Company for drainage works	1,25,471	0	0
Drainage works done by the department	1,56,439	0	0
Total	5,00,706	0	0
Grand total	32,22,831	0	0

	Rs.
Total receipts, including last year's balance ...	38,13,096
Total expenditure ...	32,22,831
Balance ...	5,90,265

There remained at the close of the year under review a balance of Rs. 5,90,265 at the disposal of the Justices, as shown in the margin.

The number of licenses taken out during the year for the different trades and professions followed in Calcutta is shown below :—

Joint-stock companies, at Rs. 100	73
Merchants, agents, bankers, and wholesale traders, at Rs. 50	1,471
Practising barristers, attorneys, pleaders, and law agents, at Rs. 50	120
Medical practitioners, licentiates of medicine, and apothecaries, at Rs. 50 and 25... ..	109
Owners of markets and bazaars, at Rs. 50	26
Hotels and boarding-houses, at Rs. 50 and 25	59
Owners of cargo boats, at Rs. 25	78
Shop-keepers paying a rental of more than Rs. 25 and less than Rs. 100, at Rs. 25	2,053
Shops for intoxicating drinks and drugs at Rs. 25	177
Brokers and petty dalolls, at Rs. 25 and 4	621
Shop-keepers in brick rooms paying rent under Rs. 25, at Rs. 12... ..	5,281
Native doctors and kobeerajees, at Rs. 12... ..	29
Shop-keepers in tiled huts at Rs. 4	5,562
Miscellaneous pedlars, at Rs. 4	2,798
Itinerant vendors, at Rs. 1	5,697
Miscellaneous shops, being defaulters in 1870	421
Total	24,575

The number of carriages and horses for which licenses were taken out is noted below :—

				Rates per year.	Number of licenses.
Carriages drawn by two horses				Rs. 24	668
Ditto ditto by one horse	...	..	...	" 12	2,930
Buggies	...	...	...	" 12	393
Horses...	...	...	...	" 12	4,384
Race horses	...	...	...	" 24	3
Ponies ...	...	...	...	" 8	1,295

The number of carts registered at Rs. 8 per annum during the year was 12,164.

The only loan contracted during the year in the public market was for one lakh of rupees provided for in the budget in connection with the drainage works. It bore 6 per cent. interest, and was placed in the market at a premium of 14 per cent..

Another loan of 3 lakhs of rupees was obtained from the Government of India out of the loan for 6 lakhs of rupees sanctioned for the construction of the municipal markets under Act VIII (B.C.) of 1871. This loan bears interest at 5 per cent.

A sum of Rs. 1,08,000 was paid to the Trustees of the Municipal Sinking Fund towards the eventual liquidation of the debenture loans, and was invested in 4 per cent. Government paper. The total amount now held by the Trustees is Rs. 3,99,200 of 4 per cent. Government paper, and a cash balance of Rs. 28,127. There is also a sum of Rs. 2,24,942 to credit of the sinking fund for the water loans.

The loan account of the municipality, including sums which though not yet sanctioned have been applied for, stands as follows :—

	Rs.
Borrowed from the public on debenture (under old Act) ...	55,00,000 at 6 per cent.
Due to Secretary of State on 7th March 1872 as actually drawn	
for water-works ...	52,00,000 at 4
Ditto ditto ... ditto ... for market...	3,00,000 at 5
Total due to Secretary of State on 7th March 1872 ...	55,00,000
Grand total actually due on 7th March 1872 ...	1,10,00,000
Further loans for which Government sanction has been obtained, viz.—	
Water extension works ...	3,50,000
Balance of loan for market ...	3,00,000
New loan for drainage extension sanctioned ...	21,70,000
Ditto for new offices ...	1,30,000
Total loans sanctioned ...	29,50,000

Of the above sanctioned sums there have since been received Rs. 2,00,000 for the market works, Rs. 4,00,000 for drainage extension, and Rs. 1,00,000 for water-works extension, making a total of Rs. 1,17,00,000 now due. When the market and other sanctioned works are completed, the total debt will be nearly Rs. 1,40,00,000.

Under Act I of 1872 the borrowing powers of the Justices were increased from 55 to 85 lakhs, with the proviso that any sums then due from them to the Secretary of State for India in Council (*i.e.*, due as actually drawn on the 7th March, the date on which the Bill came into force), should not be included in that amount. They have therefore actually borrowed or applied for money up to within a small margin of the limit placed on them by law.

OTHER MUNICIPALITIES.

There are at present several Acts in force in the interior of Bengal, under which local taxes are levied for police and other municipal purposes. Act III (B.C.) of 1864 regulates the municipalities of the larger towns. Act VI (B.C.) of 1868 is in force in smaller townships, while Act XX of 1856 enables the villages and village unions in which it still exists, to pay for their watch and ward and to meet more urgent demands of ordinary conservancy. The first of these Acts is in force in 25 towns, the second in 91 towns, and the third, or Chowkidaree Act, in 65 villages. Act XXVI of 1850 is still in force in one place in Bengal—Jamalpur, in the Monghyr district.

The Patna, Burdwan, and Presidency divisions are those in which the municipal system has most developed itself; they have respectively 49, 36, and 34 municipalities. Those in the Presidency division have

the largest income, which amounts for the whole to Rs. 6,45,547. The total revenue in 1871-72 in municipalities of all classes excepting Calcutta, was Rs. 16,55,916, of which Rs. 12,26,428 were realized by taxes on houses and holdings. Of the whole income, Rs. 4,74,768 was the income of the Suburbs of Calcutta and Howrah, and Rs. 11,81,148 was the income of all the remaining towns as follows:—

				Rs.
Towns under Act	III of 1864	..	..	6,24,699
"	"	VI of 1868	..	4,27,703
"	"	XX of 1856	..	1,10,891
"	"	XXVI of 1850	..	17,855

The taxation is principally in the form of a tax on houses and lands, and a tax on 'holdings.' In the latter case of tax on holdings the assessment is made on "an estimate of the circumstances and the property to be protected" of the occupiers.

The gross income of municipalities is by no means entirely derived from taxation. Taking, however, the whole of it as taxation, the incidence per head of population is as follows:—

			Minimum.			Maximum.		
			Rs.	A.	P.	Rs.	A.	P.
Under Act	III of 1864	..	0	4	8	2	0	10
"	VI of 1868	..	0	2	4	1	0	10
"	XX of 1856	..	0	0	6	0	13	2

The general result, so far as the incidence of taxation is concerned, may be better gleaned from the following classified table:—

I.—The number of places in which the incidence of tax varies from	Rs.
1 to 4 annas	53
II.—Ditto ditto above 4 annas but not exceeding 8 annas	86
III.—Ditto ditto above 8 annas but not exceeding 12 annas	20
IV.—Ditto ditto above 12 annas but not exceeding 1 rupee	10
V.—Ditto ditto above Re. 1 but not exceeding Re. 1-8	9
VI.—Ditto ditto above Re. 1-8 but not exceeding Rs. 2	2
VII.—Above Rs. 2	1
Total	181

In judging of these figures, it must be remembered that on the one hand the gross income of each place is treated as taxation, though in fact some of it comes from tolls, ferries, and pounds, and sometimes from other sources. The number of tax-payers being unknown, the incidence on the whole ascertained population has been calculated. A recent special report upon the Ooterparah Municipality showed that out of a population of 4,389 persons 858 paid house taxes, but only 33 paid Rs. 12 per annum and upwards. The total receipts of the municipality were Rs. 6,518-9-4, which gives an incidence per head of population of Re. 1-3-4. These facts will give some idea of the way the Act works in a small Bengal town. The inhabitants of Ooterparah, however, largely consist of intelligent baboos, belonging to offices in Calcutta, and it is altogether an exceptional place.

A wheel-tax is in force in the following places only:—Burdwan, Midnapore, Howrah, Hooghly, Serampore, Ootterparah, Suburbs of Calcutta, Dacca, Bhaugulpore, Monghyr, and Purneah. The collections under it amounted to Rs. 67,936. No octroi duty is levied in any municipality.

As regards the expenditure, the cost of police absorbs a large portion of the municipal revenue. The charge on account of police amounted in 1871-72 to Rs. 5,79,222, or 34·9 per cent. of the income, and the proportion is larger in the smaller municipalities, as shown in the margin.

<i>Expenditure on account of Police.</i>	<i>Percentage of Police charges upon income.</i>
	Rs.
In municipalities under Act III of 1864 ...	3,09,780 .. 23½ per cent.
In townships under Act VI of 1868 ...	1,99,971 ... 46½ "
In unions under Act XX of 1850...	67,066 ... 60½ "

The burden imposed upon municipalities on this account has been the subject of some dissatisfaction, many of the smaller towns being hampered thereby to an unreasonable extent, as the committees have had practically no control over the strength or cost of the force supplied. It is one of the chief objects of the new Municipal Bill to remedy this grievance, and give the local bodies fuller control over their police expenditure.

Next to police, the heaviest charge upon the towns is on account of roads and works of public utility. The expenditure on this account last year was Rs. 3,80,797, or 22·3 per cent. of the total income. The other noticeable items are conservancy and establishment. The sum spent under the first head was Rs. 2,38,300, or 14·2 per cent. of the income; while the cost of establishment amounted to Rs. 2,01,018, or 12·1 per cent. of the income.

The municipalities generally have not spent much upon public charities. They here and there contribute to dispensaries, and some of them maintain vaccinators; but they spend nothing upon education.

The financial condition of the mofussil municipalities is satisfactory; none have as yet had occasion to contract loans, though at present three municipalities—Dacca, Burdwan and Howrah—are negotiating for small loans from Government to enable them to introduce, the one an effective system of conservancy, another a proper water-supply, and the third a system of drainage.

The Suburban Municipality urged that they should receive assistance from provincial funds, because their roads were used by other than their own residents, saying that they would be seriously hampered in their operations from the necessity of maintaining the principal roads. It was found, however, after communication with the Public Works Department, that the principal thoroughfares through the suburbs are, in fact, maintained by Government without any charge to the municipality, and that if the residents of the town of Calcutta use the suburban roads, the suburban residents use the Calcutta roads, so that the Suburban Municipality had nothing to complain of on that score. The extent to which the Lieutenant-Governor agreed to aid the muni-

cipality was to authorize the portions of approaches to the Chitpore, Barrackpore, and Dum-Dum roads between the Circular Canal bridges and the Calcutta municipal boundary, &c., which were maintained by the Suburban Municipality, being transferred to the Public Works Department for future maintenance.

A munificent citizen of the town of Dacca, Khajah Abdool Gunny, c.s.i., placed at the disposal of the municipality a sum of Rs. 50,000, and a mixed committee composed of European and Native gentlemen, including the principal officials, was appointed to consider the purposes to which this generous donation may be best applied. The Khajah has since doubled his gift, and his son Khajah Asanoollah added a further sum of Rs. 50,000; the whole will be devoted to bringing a supply of pure drinking water into the cholera-haunted lanes of this ancient city.

During the year under review the provisions of sections 35 and 49 of Act III (B.C.) of 1864, for levying a tax on horses and carriages, were extended to the town of Patna.

Extension of the provisions of sections 35 and 49 of Act III (B.C.) of 1864.

The provisions of the Towns Act, No. VI (B.C.) of 1868, were extended to the town of Raneeungee, in the district of Burdwan, and at the same time the withdrawal of Act XX of 1856 (the Chowkidaree Act) from the fourteen villages which are outside the limits of the town of Raneeungee, and which were formerly comprised in the Raneeungee union, was authorized.

Extension of the Towns Act, No. VI (B.C.) of 1868, to the town of Raneeungee.

It is found that reports of the real working of the municipalities are very much wanting. Reports of the finance and proceedings of the larger municipalities under Act III of 1864 are submitted to Government in a formal way, but of the other municipalities no reports are submitted. It turns out that this is not one of the subjects heretofore prescribed for the reports of District Magistrates and Commissioners of Divisions, and they have not generally noticed the subject. The diversity of practice under various different Acts and the varying circumstances of each municipality, is so great that it has been difficult to follow the working of them all, and the Magistrates and Commissioners seem scarcely able to compare one with another. Complaint of municipal taxation is no doubt very common, but this is so generally the case all over the world in regard to direct taxation of the kind, that it is not surprising. It can only be said that it may be hoped that if the people come to feel that they have a greater measure of self-government and a greater freedom of choosing the mode of raising the money which they prefer (whether by direct or indirect taxation), and spending it on the objects which they appreciate, they will be more easily reconciled to a burden which is inevitable, if there is to be anything of the nature of civilised improvements, or even the ordinary requirements of police and conservancy are to be met. On the whole the grumbling does not seem to be very deep seated.

At present it is believed that in some few municipalities intelligent natives have taken an interest in their concerns, but it is generally said that the whole is too much under the control of the Government officers, and that the result mainly depends on the personal qualities of the controlling officers. As the attempt has now been made to consolidate the whole of the various municipal systems, and to give a more complete system of self-government, and the subject has been dwelt on at some length in a former part of this report, it is not pursued further here.

VITAL STATISTICS AND MEDICAL RELIEF.

BIRTHS AND DEATHS.

GENERAL returns of births and deaths are received from the Sanitary Commissioner, but they have not been used for the purposes of this report, because it has been found that they are quite unreliable. The Health Officer of the Calcutta Municipality also furnishes in his report some statistics of the births and deaths in Calcutta, and the following figures are derived from that officer.

The total number of births in Calcutta during the year 1871, is said to have been 5,169, of which 2,793 were males and 2,376 females. This is a falling off as compared with the previous year, when there were 5,251 births in all. As might be expected, the greatest number of births were among the Hindus, and after them amongst the Mahomedans and Christians: in fact these three denominations absorb the entire number of births, except 7. It would appear from the returns that there were no children born among the Parsees of Calcutta; among the Jews only one child, and among the Chinese six.

The deaths in 1871 were 10,300, against 10,152 in the previous year, and the increase is said to be

Deaths in Calcutta.

due to the increased severity of fever. The deaths among males were 6,129 and among females 4,171. The deaths among Christians were 635; among Hindus 6,856; and among Mahomedans, 2,806. Among the Jews two deaths occurred; among the Chinese one, while the Parsee population appears neither to have increased nor decreased; for, as has been already said, there were no births among them, nor were there any deaths.

The subjoined table shows the total number of deaths in Calcutta in each year from 1865 to 1871, both inclusive:—

	1865.	1866.	1867.	1868.	1869.	1870.	1871.
Total mortality ...	23,242	20,283	12,097	13,733	12,795	10,102	10,300

Fever was the disease to which attributed the greatest portion of deaths which occurred during the year. From the commencement of the year up to its close there appears to have been (with the exception of one month) a steady increase in the fatality of this disease. In January the Health Officer's returns set down against fever 242 deaths, while the same returns for December show as many as 548 deaths.

The greatest number of deaths from cholera occurred in the months of February, April, October, November, and December. The Health Officer says that the year under review exhibits a very striking reduction in the prevalence of cholera,—a result which is, in his opinion, due to sanitary improvements, to the use of pure water, and to the excessive rains of the year.

The health of the police in Calcutta was good during the year under review. The hospital returns show that the deaths in the year were 1·33 per cent. of the average strength.

The number of deaths which occurred during the year among the ordinary district police, exclusive of Assam, was 394, or 19 per 1,000, against 20·1 of 1870. In the Garo Hills the death-rate was 100 per 1,000, which is higher than in any other district. Hooghly, Goalparah, Julpigoree, and the Hill Tracts of Chittagong come next after the Garo Hills. In Tirhoot and Pubna the deaths among the police average 3 per 1,000, and these were the healthiest of all the districts of Bengal. Next after them came Beerbhoom, Nuddea, Cuttack, and Furreedpore, in all of which the rate was 6 per 1,000. In Assam 33 men died out of a strength of 1,600.

The average jail population of 1871 was 17,692 persons, and the deaths among them were 718, or 4·05 per hundred prisoners. In 1870 the deaths were 844, or 4·51 per cent. among an average population of 18,701 persons. The number of deaths in the year under review was therefore reduced by more than one-seventh, and the death-rate was about one-tenth less in the total population.

From cholera there were 56 deaths; from fever 72; from diarrhoea 64; and from dysentery 238.

Cases of cholera were about half as numerous as in the preceding years, and the deaths about one-third as numerous, thus showing that the disease was not only less prevalent, but less virulent in its type. In 1869 more than 10 prisoners per 1,000 died of this disease, in 1870 upwards of 9, and in 1871 little more than 3.

There was an increase of fever as compared with the year 1870, but this might have been anticipated from the nature of the season. It was not, however, of an unusually fatal type, as little more than 7 in a thousand were attacked, or 4 in a thousand prisoners perished of it.

Dysentery also increased in every way; there were more prisoners sick with this disease and more deaths on account of it both actually and proportionately than in the two preceding years. Dysentery was, as far as mortality goes, the disease of the year.

The months during which the rate of mortality was highest were October, November, and December.

SANITARY.

In consequence of certain changes in the Sanitary Department during the year, less than usual in the way of travelling and inspection has been accomplished. Dr. D. B. Smith, who was gazetted in April to officiate as Civil Surgeon of Howrah, continued to perform the duties of Sanitary Commissioner till July, and visited Cachar, Dacca, and Chittagong. Dr. A. J. Payne officiated as Sanitary Commissioner from July till the end of the year, and inspected the stations of Hooghly and Burdwan, together with the villages in their vicinity. Dr. C. J. Jackson, who was appointed to officiate in January, and directed to proceed to Burdwan and aid the local authorities in affording relief to the sufferers from fever and in checking the disease, examined the fever tracts in the south, north, and north-east of that district, and visited about 350 villages.

The province generally has been comparatively free from epidemic disease: there have been local outbreaks of cholera, limited for the most part to such tracts of country as during the unusually heavy rainfall and high rise in the rivers were subjected to inundation, but the disease generally ceased with the drying of the soil, and, as a rule, exhibited no tendency to spread. Over two such inundated tracts—one in Moorshedabad, flooded by the bursting of the Bhagiruttee bund at Lall Sikaree, the other in Rajshahye, overflowed by the Ganges and its tributaries—there occurred outbreaks of malarious fever, the mortality from which was much increased by the exposure to wet and cold and want of proper food, to which the sufferers were subjected. In both instances relief, in the way of medicine, food, and clothing, was promptly supplied, and in Moorshedabad funds were freely subscribed by the residents, and places of refuge provided for the homeless.

The fever which had for more than ten years past been raging in the districts on both sides of the Hooghly, has, during the past three seasons, chiefly shown itself in Burdwan and Hooghly. In 1869 it broke out with great violence in the town of Burdwan, and afterwards at different places in both districts. The number of persons attacked was very large, and the mortality lamentably heavy. The Government was, by the liberality of the Maharajah of Burdwan, fortunately put in a position to deal with the outbreak promptly and vigorously so far as the medical and food relief were concerned; but the disease was not got under until the early part of 1870, when it left the people exhausted and worn-out in body and means. The fever did not again show itself with any thing like the same virulence until July 1871, when it once more broke out within the municipal limits of the town of Burdwan. Native Doctors with medicines were promptly placed at the disposal of the municipality, but the disease went on spreading within the town, and additional medical

assistance had soon to be afforded and food depôts established for the relief of the sick, as the majority of those attacked were so debilitated by the fever of previous years, that they broke down at once and were too poor to procure assistance and food for themselves. The cost of these measures was met from the balance of the gift of the Maharajah of Burdwan. As on the last occasion, so now, the fever gradually extended from the town to the district, and also made its appearance in Hooghly. The necessity of more extensive measures of relief became only too evident. The Maharajah of Burdwan, with that feeling for the suffering of the people and appreciation of his duty that have always marked His Highness' conduct, placed in the Lieutenant-Governor's hands a further sum of Rs. 25,000 (making Rs. 50,000 in all contributed by him) for the relief of the fever-stricken population. These means enabled Government to comply with all the early requisitions of the local officers, both for Native Doctors and medicines, and for the purchase of food and clothing.

In Burdwan five dispensaries were opened in and near the town and twenty in the district, and in twelve of these dispensaries 27,607 cases were treated before the close of the year. A European medical officer, Dr. Robinson, and twenty-nine Sub-Assistant Surgeons and Native Doctors had been despatched to Burdwan by the end of September. In the district of Hooghly only one Sub-Assistant Surgeon and nine Native Doctors were employed, as this year the disease was not so general or fatal here as in Burdwan.

It has been said that Dr. Payne, the late Officiating Sanitary Commissioner, visited Hooghly and Burdwan during the year. He noticed, as others before him had done, the bad effects of the silting up of the natural drainage channels of the district, and his remarks were communicated to the Department of Public Works for action in connection with the Hooghly and Burdwan Drainage Act.

In spite, however, of all the assistance given, the disease still kept on increasing in Burdwan. It was represented that ninety or a hundred additional Native Doctors with three European medical officers to superintend them, would barely suffice to cope with it, and that food, stimulants, and warm clothing, must be given largely. The Medical Department was therefore directed to at once despatch to Burdwan all the Sub-Assistant Surgeons and Native Doctors that could be spared from Calcutta or elsewhere; also any compounders that could be found specially qualified to act as Native Doctors, and medicines were to be supplied without stint. An application was made to the Government of India for permission to employ, as special assistants to the Civil Surgeon of Burdwan, any European medical officers who were from time to time temporarily attached to the General Hospital at the Presidency. Magistrates of districts were likewise instructed to spare no expense in distributing food, stimulants, and clothing, to the necessitous sick and convalescent, and to keep the Native Doctors supplied with money to provide petty comforts required by pauper patients. The Commissioner was directed to set on foot an efficient

organization, and to employ all the local agency at his disposal in order to carry out the views of Government. He was further informed that in an extreme case like this, where the people of a large and populous district were suffering so severely from sickness and from want, the circumstances justified an appeal to the sympathy and aid of the general public, and he was therefore desired to rouse the wealthy zemindars and native gentlemen of Burdwan to follow the noble example set them by the Maharajah in contributing to the relief of the poor of the district, and also to invite contributions by advertising the need of them in the English and Native papers. An application was at the same time made to the Government of India for a grant from the treasury of the State.

A report received at the close of the year showed that more than fifty dispensaries, as well as twelve food relief depôts, were open in the districts of Burdwan and Hooghly, and that nearly forty thousand people received medical aid daily. Besides the Civil Surgeons and Sanitary Commissioner who give unremitting attention to the affected districts, Government has 3 Assistant-Surgeons, 14 Sub-Assistant Surgeons, 62 Native Doctors, and 66 Compounders at work in Burdwan and Hooghly.

The whole cost of the salaries and travelling allowances of this large staff, as well as of the European medicines supplied, has been undertaken by the provincial revenues, thus leaving the balance of the Maharajah's gift and other charitable contributions to be devoted to food relief, clothing, and similar contingencies. Twelve food depôts were opened in Burdwan, and both there and in Hooghly a complete system of relief has been organised by the Commissioner and the medical and local officers. Quinine is supplied without stint from the Government stores, and the monthly outlay for medicines in Burdwan alone amounts to Rs. 5,043. The private subscriptions received, in addition to the gift of the Maharajah, amounted to Rs. 30,618-9-10.

As regards the causes of the disease and its ultimate prevention there is still a mystery. Several reports on the drainage of the various parts of the district were under consideration. A comprehensive survey of the country with a view to map out the whole system of drainage, had been undertaken by the officers of the Irrigation Department, who were engaged at the close of the year in levelling it in view to placing beyond doubt the exact physical facts.

At the close of the year it was reported that the fever had much abated in both districts; but as the medical authorities considered that the people who had been weakened by this year's fever should be braced up by continual treatment against its too probable return at the end of the rainy season, the dispensaries were maintained and every preparation made in order to cope with the disease should it again make its appearance. Some time after the close of the year the Government of India sanctioned, as a special case, a grant of Rs. 1,00,000 from imperial funds in aid of the operations for medical relief.

Native Doctors with a supply of medicine were deputed to the places named below, where the ordinary outbreaks of fever, which may be said to occur annually in Bengal, were reported to be so severe as to require that special aid should be given.

1. Lallpore, Shakoulypore and adjacent villages, Beerbhoom.
2. Pergunnahs Dasspore and Bograh, Midnapore.
3. Haliahahr, Nyhattee, Behala, district 24-Pergunnahs.
4. Jessore.
5. Kishnaghur.
6. Senglah and adjacent villages, Rajshahye.
7. Bettiah sub-division, district Chumparun.
8. Songthea, district Bhaugulpore.

The severest outbreaks were those reported in Beerbhoom and Midnapore, and there is but too much reason to fear that the disease which has ravaged the villages of Burdwan and Hooghly may spread to the neighbouring districts, and find a home as readily on a laterite as on an alluvial soil.

During the year there were outbreaks of cholera in the Rajshahye, Dacca, Patna, and Presidency divisions, and in one of the districts affected (Rungpore) small-pox also appeared. In the latter district an outbreak of cholera occurred in June which ceased in August; it was followed by another which prevailed from November until January. In Bograh cholera was very prevalent during October, November, and December, out of 448 persons said to have been attacked 287 died.

In Ghateepara and other neighbouring villages in the 24-Pergunnahs cholera showed itself in December 1871, and continued with some severity; for about ten days the mortality was in the proportion of 4 in every 5 cases. The disease disappeared in January.

In a report to the Government of India on the subject of removing causes of diseases among the military and civil population, the Sanitary Commissioner with the Government of India broached a scheme for abolishing the separate Vaccination Department, making the Superintendents Deputy Sanitary Commissioners and ex-officio Superintendents of Vaccination, each in his own circle, and placing the Vaccination Departments under the Sanitary Commissioner of the province. The Government agreed with the local Sanitary Commissioner that carrying out the proposal in its integrity would give rise to much evil, and that it would be undesirable to endanger the practical work of vaccination in order to put the country under a government of Sanitary Commissioners, such as Dr. Budd of Bristol and others would introduce into England. It was, however, considered desirable to carry out such a plan as would give the civil medical administration a separate head under the local Government, and not leave it, as at present, a subordinate branch of the Army Medical Department. The question was, however, pending at the expiration of the official year.

MEDICAL.

CALCUTTA MEDICAL INSTITUTIONS.

Hitherto the annual reports on the various medical institutions throughout Bengal have been separately submitted and dealt with apart, no attempt being made to take a comprehensive view of their common features or contrasts; but the Inspector-General of Hospitals has been recently directed to submit the reports of his department on a different system, grouping cognate subjects together, and presenting them in a shape more convenient for reference and more valuable for record than heretofore. The report on Calcutta Hospitals for the year 1871 is the first of this series. It deals with the medical institutions of Calcutta, so far as these are under the direct control of the Inspector-General, and treats in detail the operations of—

The Medical College Hospital.	The Municipal Police Hospital.
„ Presidency General Hospital.	„ Calcutta Lock Hospitals.
„ Municipal Pauper Hospital.	„ „ Nurses' Institution.

But in order to show the comparative healthiness of the year, and to bring out hospital statistics in stronger relief, the general results in seven other hospitals and dispensaries in Calcutta and its neighbourhood are summarised at the commencement of the report. This method has been entirely approved, and instructions have issued for including in the report in future all the public institutions in Calcutta for affording relief to the sick, regarding which information can be obtained.

In the five institutions first referred to 15,065 in-patients and

Sukea Street Dispensary.
North Suburban Hospital.
Bhowanipore ditto.
Alipore Dispensary.
Aratoon Apcar Dispensary.
Howrah Hospital.

179,354 out-patients, or 194,419 persons in all received treatment, as against a total of 172,656 in 1870. If to these be added the patients of the institutions noted on the margin, an aggregate of 15,162 in-door and 219,248 out-door, or in all 234,410 patients

were relieved by medical charities in 1871, against 208,833 in 1870. Yet it appears that the year was an exceptionally healthy one, and that the increase being mainly in out-patients, indicates only increasing popularity in the hospitals and growing confidence in European medical science. The rates of mortality are of course only given for in-door patients, and these vary in a most remarkable manner from 22·65 per mille in the Police Hospital to 272·12 per mille in the Pauper Hospital. The causes of this will be adverted to further on; but meantime it may be remarked that in almost every instance the rates were much below those of 1870, indicating unmistakably a most satisfactory improvement in the health of the town.

Much of the decrease in the rate of mortality, for which the year is remarkable, is due to the decrease of cholera. Though the improvement has since 1868 been steadily progressive, the death-rate has in 1870 and 1871 been halved and re-halved in the most remarkable manner. It is impossible not to attribute this in a great degree to the free supply of pure water to the town, and the improved drainage of a

large section of its area. Intimately connected with this subject is the decrease in the number of "moribund" cases received at the College and Pauper Hospitals. Looking to the definition given of such cases, it is a sure sign of the absence of anything like an epidemic that their gross number has so materially fallen.

The high death-rate among Natives as compared with Europeans, will be ascertained from the fact that the rate per 1,000 at the College Hospital was for Europeans 55·8 and for Natives 185·2. This is the only institution where the results can properly be compared. At the General Hospital only Europeans are treated, and at the Pauper Hospital only the most forlorn class of Natives. These last institutions represent the extremes, the death-rate in the former being 36·52 and in the latter 272·1. The cause of the disproportion is perhaps, however, indicated by the results in the Police Hospital, where the death-rate for Natives was only 22·65. The inference would seem to be that generally an ordinary Native does not seek in-door relief till his disease is far advanced, and till other remedies have been tried. The police, on the other hand, are sent off for treatment at once. The Inspector-General's conclusion, that the results in hospitals depend more upon the anterior circumstances of the patients than on the intrinsic difference of the institutions, seems to be fully borne out. Fevers, bowel complaints, and injuries do most to fill the wards; cholera, phthisis, and tetanus coming in to swell the death-rate. Among the paupers, dropsy, debility and spleen, seem to find their natural home. The special measures adopted for checking small-pox and venereal disease seem to have each in their degree proved more or less effectual. What that degree has been will be more appropriately discussed in connection with the vaccination and lock-hospital reports.

The number of in-patients (4,395) in this institution was less than in 1870 by 131 cases, but the out-door patients had increased by 3,184 to a total of 43,450. The death-rate shows a satisfactory diminution, having fallen from 179·40 per thousand in 1869 to 138·78 in 1870, and 126·28 in the year of review, but is still very high, especially as many moribunds are not admitted. Excluding the cases of 78 put down as moribunds, the death-rate was 106·22 per thousand. Among Christian patients the rate was lower than in any previous year; but the deaths among the female patients this year were relatively as numerous as among the males—a very unusual circumstance. It is satisfactory to see it stated that, in spite of the reputed unsuitableness of the hospital building, in only 8 out of 199 important surgical cases did preventible hospital disease manifest itself. The ratio of deaths among those operated on was very comparatively favourable, being 155·77 per mille, as against 207·08 in 1870.

The various minor branches of the institution, such as the lying-in-ward, the eye infirmary, and dental dispensary, have each, under the efficient care of the gentlemen in charge, done as much or even more good than in previous years. The revised scale of dieting, which came into operation in April 1871, seems to have given satisfaction; and it is evident from the Principal's report that it is more than sufficient for ordinary cases.

The Lieutenant-Governor was surprised to learn from the report that upwards of a lakh of rupees of invested money has been lying in the Principal's hands—the proceeds of legacies and gifts to the hospital—the returns from which have been hitherto spent upon miscellaneous objects without check or control. It could hardly have been the intention of the donors that petty repairs and ordinary hospital contingencies should be met from such money as appears to have been frequently the case. As such charitable bequests should be expended upon some proper system, under the full cognizance of the Inspector-General and the Government, that officer has been asked to submit his views upon this matter more fully.

The experiment of training native midwives has not apparently been very successful. Of ten women under training, three turned out to be of bad moral character, one only attended a fortnight, and one was sent away for disobedience of orders. In the case of the remaining five, however, a very fair modicum of success seems to have been attained. Dr. Charles is inclined to look too despondingly upon the experiment while conducted in Calcutta, and infers from the bad conduct of three of the women that this immorality is a necessary feature in the case. Nothing, however, is said of the character of the women before their admission to the classes, and it would be indeed premature to abandon such an important experiment when the results already attained are in some degree promising. It would be impossible at a distance from Calcutta to carry on the work of training, as it can be carried on at the College Hospital.

When last year came to a close the subject under discussion was whether it would not be the preferable plan to dispose of the existing hospital on the best terms which could be procured and erect a new building on a carefully selected site.

The funds available consisted of a maximum of three lakhs, which the Government of India, under certain conditions, were willing to contribute, and an additional three lakhs, which the Government of Bengal had determined should be forthcoming. It was considered that the present site, looking at the position and surroundings of the hospital, was not so radically and incurably unhealthy; but that with extended area, improved drainage, and reformed buildings, it might be made healthy. This view was submitted for the opinion of the Principal of the Medical College and Drs. Ewart and Fayrer, who were, however, strongly and unanimously of opinion that a new hospital should be built, and a new site, which they named, be acquired for the purpose.

They considered that their plan would involve an expenditure of 15 lakhs, but as they valued the existing building and site at $7\frac{1}{2}$ lakhs, it was urged that Government should be called upon to give only $1\frac{1}{2}$ lakhs in addition to the 6 lakhs which had already been promised.

It was, however, impossible to admit the correctness of the estimate of the value of the existing building and site; it was not probable that they would fetch anything like the sum which the Principal of the College anticipated, and in the face of the strong

objections urged against spending money in improving the present building, the matter was for the time allowed to drop.

In December, however, in answer to some inquiries from the Government of India, what had passed was explained, and it was shown that out of the 15 lakhs required, this Government would be able to contribute five, and the Supreme Government was asked to provide the remainder. This the Government of India was unable to consent to, and there the question rested.

The average daily sick in the hospital during the year was 161·25. The numbers treated in this institution do not vary much from year to year, but the death-rate has of late years been falling steadily. The rate of the past year, 36·52 per mille, was however singularly below the average (68·07); and even after excluding cholera, from which 1871 was abnormally free, the rate was 30·56 against an average of 45·80. The Surgeon of the hospital (Dr. Ewart) draws attention very forcibly to the disadvantages under which the cases sent from the shipping labour in not being sent to hospital till the disease (be it cholera or dysentery or hepatitis) has fully developed itself. The attention of Commanders has been drawn to this by the Shipping Office. Cholera, dysentery, and phthisis contribute between them 565·60 per thousand of the total deaths. Phthisis is said to act even more rapidly here than in Europe, when once the disease takes a downward turn.

Dr. Ewart notes the diminution in cholera, already remarked upon, attributing the result to good water and better conservancy. It is to be remarked, however, that the town water-pipes have not yet been extended to the hospital. The Lieutenant-Governor is very anxious that they should be. A proposal was made to extend the sphere of the General Hospital's operations by setting apart a ward on the ground floor for native surgical cases, and opening an out-patient department. The Inspector-General of Hospitals does not approve of placing surgical cases on the basement of the principal building, but thinks that when the regimental hospital is made over to the Civil Department there would be room for this experiment. As regards an out-patient department, special report has been called for. It seems that the whole question is one of space and establishment. The Surgeon-Superintendent has been allowed to make the most of the available accommodation, and to utilise to the full the existing staff, but it is impossible to attach to the hospital at present more European medical officers. The attention of the Inspector-General of Hospitals has been drawn to the question of some of the supernumerary Sub-Assistant Surgeons, ordinarily attached to the College Hospital, assisting at the General Hospital, now that it is a civil institution.

In this hospital also improved dieting, in the provision of which Dr. Saunders, the Deputy Inspector-General, has taken such persevering interest, has led to improved results. All Dr. Ewart's requests for covered trays and improved cooking apparatus have been complied with.

This useful institution is again in a flourishing condition, 14 women being at work in the Medical College and 9 in the General Hospital ; while the year closed with a balance in the bank of Rs 2,129.

To this hospital are brought the cases which other hospitals reject as hopeless, and all the waifs of Calcutta in every possible stage of disease. Its death-rate, therefore, is a fair index of the relative healthiness from year to year of the poorer classes of the native population. The average daily sick was 233, an increase of 10 over last year ; while the admissions were 4,520, against 3,415. The mortality rate was 272·1 per mille, against 308 in 1870. Excluding moribunds it was 201·8 per mille. These figures are taken from the Superintendent's report. Under any circumstances the mortality in this hospital is distressingly large. The Lieutenant-Governor on reading these figures visited the hospital to ascertain if anything could be done to reduce it, and found that the Superintendent, Dr. Woodford, had not very much to suggest—nothing indeed which had not been already submitted to the medical authorities.

The Inspector-General has been requested to go into the matter very carefully, and to report again whether any thing can be done. The building is, Dr. Woodford says, admirably suited to its purpose.

At the Police Hospital the native police are treated, and give from a force of 3,183 men an average daily sick list of 104 cases. The death-rate was low—22·6 per thousand ; but then some bad cases are sent to other hospitals. The early attention of the Commissioner of Police and the Municipality has been called to the state of disrepair and position of the hospital building ; but the statistics of mortality hardly bear out the very bad effects attributed to it.

Calcutta Native Hospital and its branch establishments.

The number of patients treated during the last two years was as follows :—

		1870.	1871.
Number of in-door patients	...	1,400	1,441
Ditto out door ditto	...	153,819	157,738
Total	...	155,219	159,179

As regards the results of the treatment of in-patients, 1,114 of those treated were cured as compared with 950 in the previous year, and the death-rate was only 6·93, against 11·5 in 1870.

The total number of surgical operations was 4,132 in the hospital, and 5,402 in the branch dispensaries in Park Street, Gurrinhatta, and Chitpore.

The number of out-patients treated in the three branch dispensaries for two years, and the daily average attendance for the same period, are shown below :—

	1870.		Fresh cases of out-patients.	1871.	
	Total number.	Daily average.		Total number.	Daily average.
Park Street dispensary ...	82,698	226	33,599	86,853	237
Gurrinhatta do. ...	87,256	239	23,727	86,530	237
Chitpore do. ...	63,108	172	25,451	69,627	190

The total number of Government servants who received medical aid either as in-door or out-door patients at the Native Hospital and the dispensaries was 4,843, against 8,112 during the preceding year.

The Calcutta North Suburban Hospital was founded in 1866, and is supported by a grant from the Calcutta North Suburban Hospital. Suburban Municipality and by local subscriptions, the greater part of which is contributed by natives.

The number of patients treated during the year was 749. Of these 482 were discharged cured or relieved, 57 left the hospital without marked benefit, 180 died, and 30 were under treatment at the close of the year.

CHARITABLE HOSPITALS AND DISPENSARIES IN THE INTERIOR.

One hundred and fifty-seven dispensaries remained open at the close

	Main.	Branch.	Sub-divisional.	Total.
Remained open from 1870	66	63	28	157
Established during 1871.	5*	4†	0	9
Total	71	67	28	166
Abolished during 1870	0	5‡	1||	6
Transferred from sub-divisional to main	1§	0	0	0
Transferred from branch to main	1¶	0	0	0
Remaining open 31st December 1871	73	61	26	160

* Tanjail, Doornraon, Sewan, Nowakhila, Jehanabad.

† Kokina, Kurruckpore, Shatal, Burpettah.

‡ Anrita Bazar, Sreepore, Kalia, Dhobres, Parlay.

§ Comercolly.

¶ Seetamaroo.

¶ Sasseram.

of 1870; 9 were opened during the year, and 6 closed, leaving 160 in operation at the close of 1871. The number of dispensaries in existence at the close of the six previous years was 86, 103, 135, 142, 155, and 157, and the annual increment of the five years 1866-70—17, 32, 7, 13, and 2. The increment of 1871 is thus a very little

higher than that of 1870, but considerably less than the increase of the four years preceding. In 1842 there were 6 dispensaries in existence; in 1852, 14; and in 1859, 45. Main dispensaries, or those under the charge of a Sub-Assistant Surgeon, have increased by 7 during the year, and no dispensary of this class has been abolished.

The relative number of the various classes of subordinates

	1870.	1871.
House Surgeons	2	2
Sub-Assistant Surgeons	39	46
Hospital assistants	50	37
Bengali native doctors	59	65
Locally entertained ditto	7	10
	157	160

who had charge of dispensaries at the close of 1870 and 1871 is shown in the statement on the margin. Of the 112 hospital assistants and native doctors, 21 drew a salary of Rs. 60; 1 a salary of Rs. 50; 52 a salary of Rs. 40; and 38 a salary of from Rs. 20 to Rs. 35. 99 are able to keep their hospital records in English.

The number of patients treated during 1871 and the five previous years is shown marginally. The number of

	In-patients.	Out-patients.
1866	19,754	235,325
1867	17,054	318,895
1868	16,598	346,845
1869	18,055	367,757
1870	17,481	384,960
1871	17,892	405,528

in-door patients treated is not so large as in 1866 and 1869, a circumstance very much to be regretted; but the out-door attendance shows a marked and progressive

increase. The average number of in-door patients under treatment daily was 900·49, against 889·09 in 1870, and 860·59 in 1869, and the average daily attendance of out-door patients was 4,703·39, against 4,322·25 in 1870, and 3,862·88 in 1869.

The caste and sex of the patients treated in-door and out-door during the years 1870 and 1871 are shown in the following statement :—

	Europeans.			Eurasians.			Mahomedans.			Hindoos.			Other castes.		
	M.	F.	C.	M.	F.	C.	M.	F.	C.	M.	F.	C.	M.	F.	C.
In-door 1871 ...	2'95			91			26'24			67'85			2'05		
	93'9	6'1	...	56'7	17'1	26'2	79	18'2	2'8	79'1	18'2	2'7	73'8	21'3	4'9
In-door 1870	4'24			76			26'79			66'02			2'19		
	95'6	4'3	...	68'2	22'7	9'09	78'3	19'1	2'4	77'3	19'8	2'7	59'3	32'8	7'8
Out-door 1871	4'48			91			34'66			62'26			1'69		
	72	24'27	3'3	44'3	21'8	33'9	67'1	17'9	15	69'3	17'2	13'5	59'2	23'2	17'6
Out-door 1870...	8'32			1'28			34'66			61'39			1'85		
	72'7	20'7	6'4	47'9	20'5	31'4	68'1	18'3	13'4	69'7	18'1	12	62	24'4	13'5

The figures for Europeans and Eurasians are too small to give uniform results, but the relative numbers of the three grand divisions of natives specified, and the proportions of the sexes and of children under each division, are very constant from year to year. Taking all classes, and both

			Males.	Females.	Children.
In-door	...	{ 1871	79'19	17'88	2'92
	...	{ 1870	77'93	19'33	2'73
Out-door	...	{ 1871	68'17	17'37	14'25
	...	{ 1870	68'82	18'38	12'80
Both	...	{ 1871	68'60	17'00	13'80
	...	{ 1870	69'21	18'43	12'36

out-door and in-door patients, the proportion of females treated in 1871 has been rather less, and to that of children rather greater than in 1870.

The death-rate among in-door patients was 154·1 per 1,000, against 161·7 in 1870, and 169·4 in 1869. The principal causes of mortality were dysentery, causing 28·10 per cent of the whole; diarrhoea, 16·42; fevers, 7·25; dropsy, 6·93; injuries, 5·33; spleen diseases, 5·04; cholera, 4·46, and debility, 3·01. The death-rates of some diseases were very high. 47 per cent. of the cases of cholera treated died, 43 of liver diseases, and 42 of those of tetanus and dysentery, 38 of diarrhoea and dropsy, 37 of scrofula, 32 of pneumonia, 29 of debility, 26 of leprosy, 17 of small-pox, and 13 of spleen diseases. The statistics of mortality among out-patients are not reliable.

The most common diseases among in-door patients were injuries, 16 per cent. of the whole; fevers, 13 per cent.; dysentery, 10 per cent.; diarrhoea 6 per cent.; ulcers, spleen diseases, and syphilis, each 5 per cent.; and rheumatism, 4 per cent. The proportion of fever cases and spleen diseases was greater than in 1870, of cholera much less

(1·46 against 4·27), and of the other diseases nearly the same. The most common diseases of out-door patients were fevers, 19 per cent., rheumatism and spleen diseases, each 6 per cent., constipation, 5 per cent., dyspepsia and ulcer, each 4 per cent., syphilis, ophthalmia, inflammation of the ear, góitre, skin diseases, itch, and injuries, each 3 per cent. Cases of fever were more common, and of cholera less common than in 1870.

The financial circumstances of dispensaries are shown for the calendar year 1871 in summary in the following statement:—

		Rs.	A.	P.
INCOME	Floating balance, 1st January 1871	1,05,577	4	8
	Salaries and special allowance from Government ...	1,34,955	0	6
	Local funds, Municipalities and Town Committees	12,573	2	9
	Interest on invested funds	16,801	10	10
	European subscriptions and donations	42,441	3	4
	Native ditto ditto	64,681	9	3
	Investments withdrawn	3,100	12	7
	All other sources	37,320	10	6
Total ...		4,17,451	6	5
EXPENDITURE	Salaries of Medical Officers	10,650	0	0
	Ditto of Subordinates	1,13,227	13	11
	Wages of servants	65,978	6	9
	Cost of bazaar medicines	10,683	7	4
	European medicines locally purchased	6,306	15	7
	*Ditto ditto from medical stores	12,125	13	6
	Dieting sick	33,567	8	1
	Wines and spirits	3,309	13	11
	Repairs and construction of buildings, and house-rent	23,198	1	9
	Miscellaneous, clothing, furniture, burials, &c., &c...	24,942	15	3
Sums invested out of surplus income		5,512	6	8
Total ...		2,97,377	9	5
Balance in hand on 1st January 1872 ...		1,20,073	13	0

The two following statements compare the total income and the expenditure of 1871 with that of the five preceding years, and show the relative amount of money received and expended under different heads:—

YEARS.	Total income.	PERCENTAGE OF INCOME TO THE TOTAL INCOME RECEIVED FROM				
		Government grants.	Local funds.	Interest on invested capital.	European subscriptions.	Native subscriptions.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1866 ...	2,37,964	45·50	23·09	8·04	9·11	14·23
1867 ...	2,23,918	48·23	18·90	6·88	9·74	16·22
1868 ...	2,67,467	43·24	22·06	7·51	9·44	17·72
1869 ...	2,82,689	46·84	18·66	6·52	8·81	19·15
1870 ...	2,94,738	41·46	21·17	6·23	9·99	21·15
1871 ...	3,08,773	43·71	16·15†	5·44	13·70	20·94

* Not included in the total of income or expenditure

† 4·07 from Municipalities and Town Committees, and 12·08 from all other local sources.

HEADS OF EXPENDITURE.	1866.	1867.	1868.	1869.	1870.	1871.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Average cost of each diet	0 1 6½	0 1 6	0 1 5	0 1 7	0 1 9½	0 1 11
Total expenditure	2,33,778	2,42,981	2,57,653	2,74,951	2,92,402	2,97,378
Percentage of expenditure to total expenditure on account of—						
Medical officers' salaries	7'40	5'47	2'81	2'60	2'01	3'58
„ subordinates salaries	37'96	39'98	44'22	43'33	37'72	38'08
Servants' wages	8'27	14'26	16'28	16'01	21'26	22'13
English medicines purchased	50	91	1'48	1'39	1'55	2'12
Native „ „	3'37	4'01	3'84	3'99	3'55	3'59
Diet of patients	14'36	12'35	11'38	12'02	11'00	11'29
Wines and spirits	1'21	1'22	1'30	1'35	1'23	1'11
Repairs and construction of buildings, and house-rent	11'21	6'21	6'07	8'71	11'70	7'30
Miscellaneous, clothing, furniture, &c., &c.	6'11	7'83	8'12	8'07	7'02	8'39
Surplus income invested	4'57	7'71	4'48	2'48	3'35	1'85

From these statements it appears that the income of dispensaries has been gradually growing. The increase of expenditure, though progressive, is not so great. A large “balance in hand” has consequently been accumulating, amounting to Rs. 1,20,073 at the close of 1871, against Rs. 1,05,577 at the close of 1870. As compared with the previous year the figures for 1871 show that the proportion of Government aid has been larger than in 1870, but less than the average; that the relative amount of support derived from local funds and interest of invested funds has been less, while Europeans have contributed more and Natives rather less. As regards expenditure, there is no striking difference with respect to any particular item. Establishment absorbs 63·84 per cent. of the money expended.

Medical aid has been afforded to the people of Bengal in another shape, namely, by means of placing certain medicines for sale at cost price in all the districts of the province. The result of this measure is shown in the following statement, which proves that the boon thus conferred upon the people is being gradually more sought after and appreciated.

Statement showing the quantity of Medicine sold at cost price throughout the districts of Bengal.

	QUININE.		CHIRETTA.		JALAP PULV.		CASTOR OIL.		CHOLERA PILLS.		Total amount of sale.
	Quantity sold.	Value.	Quantity sold.	Value.	Quantity sold.	Value.	Quantity sold.	Value.	Quantity sold.	Value.	
lb. oz. dr.	Rs. A. P.	lb. oz. dr.	Rs. A. P.	lb. oz. dr.	Rs. A. P.	Doz. H.	Rs. A. P.	No.	Rs. A. P.		Rs. A. P.
Half-year ending 31st March 1871	67 7 14½ & grs. 203½	3,729 4 8	58 14 0	20 3 11	11 13 8	49 4 0	21 0	108 10 3	1,239	28 1 0½	2,000 1 10½
Half-year ending 30th September 1871	118 15 4½	6,542 9 9	20 5 0	0 14 8	10 3 0	41 0 0	31 7	244 2 7	1,518	33 10 2	16,873 2 2½
Half-year ending 31st March 1872.	179 5 0 grs. 19	9,879 0 7½	17 3 4	6 2 2	17 5 12	70 0 0	35 7 oz. 2	277 9 6½	1,618	37 8 10	110,373 4 2

* Including Rs. 4-10, being proceeds of sale of packing cases, &c.

† Ditto " 4-12-6, ditto of sale of 1lb. 6 oz. ferri. tart., and packing tow.

‡ Ditto " 2-15, ditto of sale of 7 oz. and 4 drs. of ferri. tart., empty quinine bottles, &c.

The rules under which aid was until recently given to charitable hospitals and dispensaries in the Lower Provinces, were those approved by the Government of India in November 1854. Under them the Government contribution to every charitable dispensary that was established consisted of the salary of the medical officer and the free supply of European medicines and instruments. The Supreme Government having in June 1870 suspended the operation of these rules, a new set of rules was subsequently drawn up with the aid of the Inspector-General of Hospitals and Accountant-General, under which dispensaries were divided into three classes according to their character.

Class 1—Includes such dispensaries as are virtually private and independent. Government provides, if required, medical inspection and supervision and European medicines at cost price, provided certain conditions are complied with.

Class 2—Includes dispensaries in wealthy neighbourhoods and such as have large endowments. Government aids this class by granting medicines and instruments free of cost, as well as the requisite registers and forms. The medical officer may be nominated by the subscribers, subject to the approval of the Inspector-General of Hospitals: his salary is payable by the subscribers.

Class 3—Includes all dispensaries which require a more liberal assistance; and to them, in addition to the aid above specified, a portion—ordinarily half—of the salary of the medical officer is allowed. Dispensaries under this class are divided into three grades, according to the amount of their guaranteed local income, and in all of them the subscribers are required to pay half the minimum salary of the native doctor attached to them.

These rules have, since the year closed, received the approval of the Supreme Government.

In last year's report it was mentioned that the scheme for the training of native women in midwifery had been extended to certain dispensaries in the interior. From the report submitted by the Divisional Commissioners it was observed that the experiment had failed in almost every place, owing to the ideas of the people not being yet ripe for the innovation. Looking at the reluctance of the people to employ the women entertained at the dispensaries, the Government of Bengal doubted whether large expenditure for the extension of the scheme was warranted; but in a few places, viz. Dacca, Hooghly, Moorshedabad, and Uterparah, where a disposition to favour it had shown itself, a further trial was considered desirable. A discretion was also allowed in retaining the services of these women in any place where the Commissioner or municipality might deem such a course likely to be productive of good, but in other places orders were issued to abandon for the present further experiment. It was also pointed out that the chances of future success in the matter were likely to be imperilled if the only women who could be obtained belonged to the more degraded classes, and the

Revised rules for the grant of Government aid to the charitable hospitals and dispensaries in the Lower Provinces.

Training of native women in obstetrics in the mofussil dispensaries.

proposal of the Commissioner of Bhaugulpore to pay for the attendance of lying-in patients was distinctly negatived.

The report for 1870-71 mentioned that the erection of the new hospital at Cuttack had been held in abeyance for the purpose of ascertaining the exact sum available from local sources as well as to settle the detailed plan on which the building should be constructed. The Commissioner has since reported that the present available funds amount to Rs. 15,581-15-4. This is exclusive of the value of the present site of the Urnoohuttro Hospital, which, when disposed of, is likely to realize from Rs. 2,000 to Rs. 3,000, besides Rs. 136 are further realizable on account of subscriptions promised to the new building. An allotment of Rs. 15,000 has also been made by the Government to aid the work. The aggregate amount available at present for the construction of the hospital is therefore Rs. 30,581-5-4, and the hospital is being pushed on.

LUNATIC ASYLUMS.

The number of asylums remained the same.

The principal events of each of the native asylums are shown in the following table :—

ASYLUMS.	DISCHARGED.										Died.				Remaining on 31st December 1871.				Daily average strength.				Daily average sick.							
	Total treated.		Cured.		Transferred to Friends, &c.		Improved.																							
					Otherwise.																									
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.									
Dullunda	378	115	493	66	26	92	18	3	21	11	1	*12	32	11	43	231	74	325	200	40	74	325	200	40	74	325	200	40	74	325
Dacca	321	59	290	20	9	29	11	...	11	3	1	*4	34	8	42	163	41	204	171	02	42	38	218	40	...	...	...	...	34	47
Patna	220	66	286	44	14	58	1	2	3	1	...	†1	10	2	12	164	48	212	160	48	50	91	211	39	11	08	491	15	99	
Outback	57	17	74	10	2	9	...	...	3	...	...	...	3	1	4	14	14	55	32	80	11	81	44	61	1	03	29	1	32	
Moydapore	35	5	40	8	1	9	...	...	...	...	...	...	...	...	...	27	4	31	22	16	4	05	26	21	...	...	...	...	...	
Total	921	263	1,183	148	53	200	38	5	88	15	3	17	79	22	101	646	181	827	646	95	188	78	890	73	...	...	...	...	67	39

* Escaped.

† Transferred to stand trial.

‡ No record kept.

Taking the aggregates of these asylums and comparing them with the preceding five years, it appears that the population is increasing, and the rates of recovery and death decreasing.

	1866.	1867.	1868.	1869.	1870.	1871.
Population on 1st January ...	634	574	652	688	746	783
Average population for the year ...	607	603	675	721	774	830
Number of patients admitted ...	310	372	429	418	401	400
Recoveries per cent. of average						
number living ...	29·9	24·7	33·7	24·6	24·1	24·07
Deaths per cent. of ditto ...	23·8	17·7	15·2	15·6	13·8	12·1

One hundred and sixty-four criminal lunatics remained in confinement at the beginning of the year; 65 were admitted during the year, and 38 were discharged; 17 died, and 174 remained in confinement at the close of the year. The average strength for this class for the year was 174·29—155·79 males and 18·50 females; and they were located as follows: Dullunda Asylum 76·33 males, 6·54 females—total, 82·87; Dacca 40·03 males, 7·66 females—total, 47·69; Patna 25·63 males, 3 females—total, 28·63; Cuttack 7·6 males and 3 females—total, 7·9; and Moydapore 6·2 males and 1 female—total, 7·2. The proportion of females among criminal lunatics was 10·7 against 21 among all classes. The death-rate was 9·7 per cent. of strength against 12·1 for the whole.

The question of providing a separate asylum for those lunatics who are found to be more difficult to manage than others, was under discussion during the year.

The proportions of the different castes and sexes admitted during the year were nearly the same as in former years. This is shown in the following table:—

	HINDUS.			MAHOMEDANS.			CHRISTIANS.			OTHER CASTES.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
1871	76·23	23·76	75·75	86·02	13·97	23·25	66·66	33·33	75	100	...	25
1870	77·77	22·23	74·06	74·23	25·77	24·19	57·14	42·86	174	...	...	...

Of all castes and classes 78·50 were males and 21·50 females, against 76·4 and 23·6 in 1870.

The majority of the admissions took place between the ages of 20 to 30. The other decades followed in this order,—30 to 40, 40 to 50, 10 to 20, 50 to 60 and 60 to 70. The proportions per cent. under each decade were 45·2, 34, 9·2, 8, 2·7 and 75.

As regards the occupation of those admitted, 15·7 per cent. were cultivators, 10 per cent. coolies, 8 per cent. beggars, 7·2 per cent. domestics, 5·7 per cent. (females) housewives, 5 per cent. shopkeepers, 2·7 per cent. prostitutes, and 2·7 per cent. constables. Priests and writers constituted each 2 per cent.

				Recovered.	Improved.	Total.	The ratio of recoveries on average strength in the several asylums is shown marginally. The results compare favourably with previous years. Males recovered at the rate of 22·8 per cent. of average
				34·4	6·2	34·4	
Moydapore	...	...	...	27·5	1·4	28·9	
Dullundah	...	...	...	24·6	6·7	32·3	
Patna	...	...	...	18·6	5·1	18·7	
Cuttack	...	...	...	24·07	4·5	28·64	
Dacca	...	...	...				
Total				24·07	4·5	28·64	

strength, and females at the rate of 28·2.

The highest ratio of recoveries took place between the ages 20 to 30, 30 to 40, 10 to 20, 40 to 50, 50 to 60, and 60 to 70, following in the order named.

The death-rates of the several asylums on average population are shown marginally. These				
Dacca	...	...	...	19·7
Dullunda	...	...	...	12·3
Cuttack	...	...	...	8·9
Patna	...	...	...	5·7
Moydapore	...	...	...	.....
All Asylums				12·1

| tion are shown marginally. These compare favourably with past years and with the remaining asylums of the Presidency. The death-rates of these during 1871 were,—Benares 14·4; | | | | |

Bareilly 15·5; Nagpore 11·4; Jubbulpore 6·6; Lucknow 42·9; Delhi 13·63; Lahore 17·8, giving a rate of 18·5 for the whole. The death-rate among males was 12·2 and among females 11·9. 50 per cent. of the deaths took place among those who had not completed one year's residence. The most common causes of death were debility, dysentery and diarrhoea, brain disease, cholera, phthisis, pneumonia, and remittent fever. The high death-rate of the Dacca Asylum was attributed to (1) the bad health of the lunatics sent to the asylum; (2) the prejudicial effect of long journeys under unfavourable circumstances; and (3) the cold and damp of the winter months, in which 52·5 per cent. of the deaths had occurred.

The majority of patients admitted during the year laboured under acute forms of insanity, and the proportion of recoveries was greater in this form of mental disease.

As regards causation, smoking of ganja or hemp again stands pre-eminent; 45 per cent. of the total treated owed their insanity to this agent. Among criminal lunatics, the proportion of ganjah-caused insanity was 24.

Industry continues to constitute the principal feature in the management of these asylums; 86 per cent. of the inmates were employed during the year. The species of labour pursued are various—gardening, soorkee-pounding, oil-pressing, spinning and weaving, are the most common occupations.

The cost of the several asylums is shown in the following statement:—

ASYLUMS.	1	2	3	4	5	6	7	8	9	10
	Daily average strength.	Total expenditure.	Realized from the friends of patients.	Average cost of each patient as per col. 2.	Average cost of each patient deducting col. 3.	AVERAGE COST OF EACH PATIENT IN RELATION TO				Clothing.
						Establishment.	Diet.	Bazaar medicines.	Contingencies.	
Dullunda	33512	30,810 3 0	910 8 6	91 15 1	89 3 7	*25 9 5	33 15 1	0 2 4	4 3 5	3 0 10
Dacca	2134	21,711 12 7	375 4 0	101 11 10	85 14 9	41 3 8	50 8 5	0 8 1	4 12 5	4 11 3
Patna	21139	16,544 12 10	48 0 0	78 4 9	78 1 2	40 6 9	32 3 3	0 1 9	2 1 8	3 7 4
Cuttack	4461	4,396 13 11	.....	103 1 1	103 1 1	72 10 3	25 7 4	0 3 2	2 8 0	2 4 4
Moydapore	2621	1,591 13 4	.....	60 12 1	60 12 1	41 6 7	18 6 8	.....	0 14 10	.....
Totals and averages	83073	75,245 6 8	1,335 12 6	90 9 5	85 6 0	36 6 5	46 14 4	0 3 8	3 10 0	3 7 0

* Exclusive of Superintendent's salary.

The Bhowanipore Asylum for Europeans and Eurasians is not included in the foregoing statements. 36 patients (25 males and 11 females) remained under treatment at the close of 1870; 58 males and 7 females were admitted and re-admitted during the year. Of these 31 were military. 12 were discharged cured (11 males and 1 female); 54

were removed from other causes (48 males and 6 females). Of these 41 were military insanes sent to England. The deaths were only 3 in number, and these were admitted in a hopeless state.

WORKING OF THE INDIAN CONTAGIOUS DISEASES' ACT.

The following shows the result of the working of the Indian Contagious Diseases' Act and administration of Lock hospitals in Calcutta for 1871.

The total number of registered women under medical supervision was 7,113 in January 1871, whereas in the beginning of December 1870 the total number was 6,752. Except during October, when the Dusserah vacation intervened, six-sevenths to thirteen-fourteenths of the registered women were examined twice a month. The daily average number of women in hospital has fallen from 325 in 1870 to 190 during the period under notice. Much of the decrease is attributed to a change of system in ceasing to detain patients in hospital who are not suffering from an acute form of disease, but a part of the decrease the Superintendent of the Lock Hospitals says is due to real improvement and reduction in the more serious form of venereal disease. Thus there were in 1871 about 920 cases of severe disease, against about 1,750 in the year 1870.

The severity of the disease is also measured by the mean detention of the diseased women in hospital, and in this no great change has occurred. However, in the case of women who are regular attendants for examination, the period of detention has fallen. The number of women under home examinations, *i.e.*, of those who pay Rs. 4 a month for examination at their private residence, was insignificant in 1871, the actual number is not stated, but in 1870 there were 227 women under "home examination."

The action of the police during 1871, as compared with the preceding year, is shown as follows:—

	In 1870.	In 1871.
Arrest of unregistered prostitutes	... 1,122	327
„ for failure to attend examination	... 1,321	1,775
The Magistrates fined defaulters	... 328	242

Of the 327 women arrested on the charge of practising prostitution without being registered, 285, on being placed before the Commissioner of Police, agreed to register, and were therefore discharged without being placed before a Magistrate at all.

The cost of the Lock hospitals' preventive and other charges was—

	In 1870.	In 1871.
	Rs.	Rs.
Paid by Government	... 53,115	48,074
„ Municipality	... 17,270	14,336
Total	... <u>70,385</u>	<u>62,410</u>

The figures cited by the Superintendent to show that venereal disease has decreased among European troops, stand thus:—

				<i>Ratio of venereal disease to mean strength of European troops.</i>	
1859 to 1867	...	...	...	Over 30	per cent.
1868 and 1869	...	...	...	" 25	"
1870	...	...	...	" 14	"
1871	...	...	...	" 8.1	"

It is stated that much of the decrease is due to the soldiers of Her Majesty's 19th Regiment having been induced to point out the women from whom they contracted disease ; but as the regimental authorities of the 19th Regiment adopted this special system, and disease is much more common in the regiment which succeeded the 19th Regiment, no safe inductions as to the success which has attended the working of the Act among European troops can be drawn.

* Medical College Hospital.
Sukea Street Dispensary.
Alipore Dispensary.
Bhowanipore Dispensary.
North Suburban Hospital.

Chandney Hospital.
Park Street Dispensary.
Gurrunhutta Dispensary.
Chitpore Dispensary.

At the civil hospitals and dispensaries* mentioned by the Superintendent, there has been a large decrease in the

venereal admissions of all kinds, as shown by the following figures :—

1867	...	...	...	...	13,083
1868	...	...	...	...	11,153
1869	...	...	...	...	10,103
1870	...	...	...	...	8,339
1871	...	...	...	...	7,305

Though the total admissions for *all* diseases at these institutions have during these five years increased 10 per cent., this decrease is most apparent in syphilitic cases.

The Lieutenant-Governor, having obtained the opinions of various

Views of the Lieutenant-Governor on the working of the Contagious Diseases' Act (XIV of 1868) in the Town and Suburbs of Calcutta during the year 1870.

medical men of note in Calcutta, and also of the Brigadier-General Commanding at Fort William, submitted them to the Government of

India, together with the reports of the Commissioner of Police and the Superintendent of Lock Hospitals.

The Lieutenant-Governor thought that the reports would make it very evident to His Excellency in Council that some decision must be come to on the course to be adopted for the future ; and as the matter was one of great gravity and importance, and involved questions which have agitated other parts of the world, he submitted the whole subject for the decision of the Government of India.

It seemed to the Lieutenant-Governor that both the present system, and any other system which might be substituted for it, involved great evils ; and that the only question was whether a preponderating amount of good resulted, such as would justify the continuance or extension of the system.

Respecting the action of the police here, in the opinion of the Lieutenant-Governor, the Commissioner of Police had acted judiciously in not enforcing the Act to the fullest extent possible. In practice, the Act was only put in force against the commonest and most avowed classes of prostitutes; and Mr. Hogg's argument was that he thus reached the strata of the class who most affect British soldiers and sailors.

The Lieutenant-Governor was decidedly opposed to giving the Act a greater extension, or more strict working than the present practice, and His Honor would not adopt the view of the Superintendent of Lock-Hospitals of proceeding against all prostitutes.

There are Cantonment lock-hospitals at Barrackpore, Dum-Dum, Darjeeling, Dinapore, and Hazareebaugh.

In Barrackpore there was an increase in the average attendance at periodical examination of 61 in 1871 against 33 in the preceding year, and the number of registered women also increased from 52 to 73. The average number of diseased women in hospital was $5\frac{1}{2}$. The returns of venereal disease among the Europeans in the cantonment were satisfactory as compared with previous years. Thus in 1868 there were 315; in 1869 there were 235; and in 1870 there were 221 cases of venereal disease; but in 1871 there were only 67 cases per mille. A proposal of the Cantonment Committee to charge each woman examined a fee of eight annas was negatived by the Lieutenant-Governor.

In Dum-Dum, among the soldiers of H. M.'s 107th Regiment, the number of cases of disease was not large. The disease, too, was of a very mild type. The average number of prostitutes on the register was 47; the average attendance for examination was 39; and the monthly average of diseased women in hospital was 5 per cent. for the year.

At Darjeeling the lock-hospital was closed on the 31st August, but the question of its revival came subsequently under consideration.

During the eight months it was open only 5 women were found to be diseased. The average number of prostitutes on the register was 10, all of whom attended very regularly for examination.

At Dinapore the committee took a considerable interest in the management of the hospital.

The number of prostitutes on the register has fallen from 178 in 1867, and 149 in 1870, to 119 in 1871. The average number of these who were diseased and in hospital, was 15. Only 65 out of the 119 prostitutes on the register attended regularly for examination. Venereal disease prevailed to the extent of 27 per cent. of the total strength of the Europeans in the cantonment, while in Calcutta the proportion is 8, and in Barrackpore 7 per cent. The cost of the lock-hospital amounted altogether to Rs. 2,014.

In Hazareebaugh the women attended regularly for examination, and about 10 per cent. of them were always in hospital. The average number on the register was 42 during the year under report. The

63rd Regiment, 885 strong, was quartered at this station. Out of this number there were no less than 304 admissions into hospital for venereal disease. In the preceding year H. M.'s 107th foot were in garrison, but during the ten months only 83 in a total strength of 800 were admitted into hospital suffering from venereal disease.

VACCINATION.

In the following districts Act IV (B.C.) of 1865 has been introduced and inoculation prohibited :—

Lohardugga, Hazareebaugh, Maunbhoom, Singhbhoom, all of the Chota-Nagpore division—March 1869.

Midnapore—May 1869.

24-Pergunnahs, Nuddea, Burdwan, Hooghly, Howrah—October 1871.

The Act was extended to these last districts on the assurance of the Superintendent of Vaccination, Metropolitan circles, that the means at his disposal would freely meet their vaccination requirements.

Though the above mentioned are the only districts throughout which inoculation has been entirely prohibited, there are various towns and municipalities to which the Act has been extended.

Besides Calcutta and its Suburbs, vaccine operations are conducted in what are called the Metropolitan, the Darjeeling, the Chota Nagpore, and the Sonthal Pergunnahs circles.

The following establishments were entertained in these circles exclusive of Calcutta and the Suburbs :—

	Superinten- dent.	Head Vaccinators.	Vaccinators.
Metropolitan Circles...	1	3	63
Darjeeling Circle...	1	7	45
Chota Nagpore „ ...	1	3	80
Sonthal Pergunnahs ...	1	0	6

This shows an increase in the Darjeeling circle of 3 head and 11 ordinary vaccinators, and in the Ranchee circle of 60 ordinary vaccinators as compared with the year 1870.

For the formation of an eastern circle of vaccination, an establishment* costing Rs. 1,052 per mensem,

*1 Native Superintendent	Rs. 350	to be paid from provincial funds, has been assigned. A Sub-Assistant Surgeon, who had gained considerable experience as Superintendent of the Northern Vaccination Division of the town of Calcutta, has been appointed Superintendent of the new circle. The town of Dacca itself, where the provisions of Act IV (B.C.) of 1865, prohibiting inoculation, are in force, will be kept separate in the hands of the Civil Surgeon, and the employment of additional vaccinators has been sanctioned to afford the inhabitants ample and ready means of vaccination. It was not considered advisable to extend the Act to any other part of the division at present.
6 Head Vaccinators	90	
36 Vaccinators	360	
36 Extra ditto	180	
1 Writer	30	
2 Peons	12	
Contingencies	30	
Total	1,052	

The amount of work accomplished during the year in each

	Total number vaccinated.		RATIO PER CENT. OF SUCCESSFUL EXCLUDING THOSE UNKNOWN.			
			In primary vaccination.		In secondary vaccination.	
	1870-71.	1871-72.	1870-71.	1871-72.	1870-71.	1871-72.
Calcutta and Suburbs	19,287	20,535	99.11	99.58	30.85	25.90
Metropolitan Circles ...	140,119	91,516	99.69	99.58	34.28	14.28
Darjeeling Circle ...	78,772	111,709	92.65	85.99	93.74	.....
Chota Nagpore „ ...	23,313	51,913	83.41	92.85	100	.....
Sonthal Pergunnahs ...	6,454	8,352	87.84	90.88	.....	.....
Dispensary vaccination	80,364	91,256	88.78	89.73	58.03	76.31
	348,309	375,281	94.12	91.51	40.53	31.05

circle is shown in the statement on the margin, as also the number of primary and secondary operations per cent. which proved successful; the figures for 1870-71 are inserted for the sake of comparison. There has been an increase of 26,972 in the number of

persons vaccinated. All the circles show an improvement, except the Metropolitan circles, in which there was a falling off of 48,603. The increase in the remaining circles has been—Calcutta and Suburbs 1,248, Darjeeling circle 32,937, Ranchee circle 28,600, Sonthal Pergunnahs 1,898, and dispensary vaccination 10,892, giving a gross increase of 75,575.

The following statement shows the amount of work done during the last ten years. There is a marked and progressive increase:—

Years.	Operations.
1862-63 ...	62,719
1863-64 ...	67,141
1864-65 ...	90,321
1865-66 ...	152,099
1866-67 ...	194,753
1867-68 ...	237,743
1868-69 ...	262,541
1869-70 ...	340,050
1870-71 ...	348,309
1871-72 ...	375,281

The number of vaccinations returned as successful amounted to 339,311 against 324,226—an increase of 15,085. The total cost of vaccination was Rs. 87,949-2-5 against Rs. 87,744-1-6—increase Rs. 205-0-11. Of the total, Rs. 78,980—9-1 were paid by the state (Rs. 1,192-7-7 more than in the previous season), and Rs. 8,968-9-4 (Rs. 987-6-8 less than in 1870-71) from local sources. The cost of each successful case was, Calcutta and Suburbs, Annas 14-5½, against Annas 14-6¾; Metropolitan circles, Annas 6-1, against Annas 4-0¼; Darjeeling circle, Annas 2-10, against Annas 3-8¾; Chota Nagpore circle, Annas 4-7, against Annas 7-0½; Sonthal Pergunnahs, Annas 5-2, against Annas 6-0¼; dispensary vaccination, Annas 1-11, against Annas 2-6; or on the whole, Annas 4-2, against Annas 4-3.

In Calcutta and the Suburbs the increase was due to the greater number of coolies vaccinated. The work of the Metropolitan circles was seriously impeded by fever, which disabled the vaccinators and disinclined the people to accept vaccination. The area of the Darjeeling circle is very wide, and the establishment small in relation to it. The

work was somewhat scattered and erratic, the practice of inoculation and out-breaks of small-pox frequently interfering with steady or systematic work. The outturn of the season was, however, very large. In the Chota Nagpore circle the establishment was concentrated and worked more systematically. Great progress was made in establishing vaccination by means of inoculators instructed in vaccination and permitted to practise it. The same remark applies to the Sonthal Pergunnahs, where, through the efforts of Surgeon R. C. Chandra, the Brahmin inoculators have come forward in numbers to be taught vaccination. In the districts not included in the area of these circles, much work has on the whole been done. In most cases work in these districts is confined to the sudder station and its vicinity. The vaccinators are, however, employed in dealing with small-pox, and sometimes deputed to the interior, when a favorable opportunity of obtaining subjects offers. This in most cases is due to the good offices of a zemindar or planter. The following statement gives particulars of dispensary vaccination :—

CIRCLE OF MEDICAL SUPER- INTENDENCE.	ESTABLISHMENT PAID				TOTAL NUMBER OF PERSONS VACCINATED				NUMBER OF PERSONS VACCI- NATED BY EACH VACCINATOR.	
	By Government.		By local funds.		By establish- ment.		By others.			
	1871-72.	1870-71.	1871-72.	1870-71.	1871-72.	1870-71.	1871-72.	1870-71.	1871-72.	1870-71.
Presidency Circle	14	13	16	16	24,279	29,322	2,037	1,263	809'3	1,011'1
Dacca " ...	18	17	7	9	11,239	13,768	8,126	643	449'6	529'5
Dinapore " ...	12	14	33	27	23,771	30,944	21,804	4,424	523'2	754'7
Total ...	44	44	56	52	59,289	74,034	31,967	6,330	592'8	771'1

Considerable progress has been made in inducing inoculators to adopt vaccination as their practice. These men are taught by Civil Surgeons or Superintendents of Vaccination, certified as competent to practise, and permitted to charge their own fees as they were in the habit of doing for inoculation. The greatest success has been achieved in the districts of Midnapore, Bancoorah, Patna, Shahabad, Sarun, Monghyr, Bhaugulpore, and Gowhatty. Inoculation is, however, still largely practised throughout the province, and out-breaks of small-pox are said to be a frequent consequence. From inquiries made by medical officers, it would appear that about 75 per cent. of the population of some parts of Bengal are protected from small-pox by means of inoculation; about 10 per cent. by a previous attack of small-pox; about 3 per cent. by vaccination, and the remaining 12 per cent. unprotected. Small-pox prevailed to a greater or less extent in most districts; no serious out-break occurred anywhere; Calcutta was almost absolutely exempt from the disease; and the Commissioner of Chota Nagpore states that since the prohibition of inoculation in 1869 small-pox epidemics have been less frequent.

The returns for 1871-72 show that 54·2 per cent. of males were

CIRCLE.	PERCENTAGE OF			
	Christians.	Hindoo.	Mussulmans.	Other castes.
Calcutta and Suburbs...	29	69·3	27·8	.....
Metropolitan Circles ...	01	57·9	12·1	.....
Darjeeling Circle ...	01	31·0	66·5	2·5
Chota Nagpore ...	43	27·0	4·6	63·0
Sonthal Pergunnahs ...	05	34·8	5·6	59·7
Dispensary vaccination	1·5	67·6	26·4	4·5

vaccinated and 46·8 of females. The corresponding proportions in 1870-71 were 54·3 and 45·7, and in 1869-70, 54·3 and 45·7. As regards religion, the particulars are shown

in the statement on the margin; and with respect to age in 1871-72, 13 per cent. of those vaccinated were under, and 87 over, one year. In 1870-71 the numbers were 12·5 and 87·5, and in 1869-70, 9·2 and 90·8.

The more systematic performance of vaccination and the extension of the thorough and exhaustive system of work pursued in the Metropolitan circles were under discussion during the year. The opinions of local officers were invited, and information collected, with a view to a large and general consideration of the best means of accomplishing really effective vaccination throughout the province.

There will be found in the appendix statements showing the charitable institutions in the Province of Bengal so far as ascertained, a return of vaccine operations, and also of disease treated and deaths which resulted from them in the principal hospitals.

MARINE.

THE number of vessels belonging to the Bengal Marine during the year 1871-72 were —

Sea-going steamers	...	...	...	...	...	...	4
Ditto brigs and other vessels...	...	...	...	...	...	...	1
Hulks	...	...	...	...	...	...	2
Pilot brigs, survey vessels, light ships, buoy vessels, reserve pilot vessels, boats, &c.	...	...	...	...	...	...	32
River-going steamers	...	...	...	...	...	...	7
Ditto flats	...	...	...	...	...	...	5
Total	...	...	...	...	...	...	51

The largest sea-going steamer was employed wholly in British Burmah and at the Andamans, at which latter station some of the brigs were also employed. The rest of the sea-going vessels were employed from the autumn of 1871 nearly to the beginning of the 1872 monsoon in duty connected with the right or Chittagong column of the Lushai expedition. The river steamers and flats were also employed on the Lushai expedition work; but they also did good service with the Lieutenant-Governor on tour, and with the Commissioners of Dacca, Chittagong, and Assam on their annual circuits. The value of work done by the vessels of the Bengal Marine during the year was estimated by the Marine authorities at Rs. 10,83,504; while the maintenance of the vessels cost only Rs 2,55,035. The estimate of work done was probably put much too high, but there can be no doubt that these vessels did this year a great deal of valuable work for Government, and saved much additional outlay. Very high prices had to be paid for private steamers chartered for the Lushai expedition; and these rates would have been still more exorbitant if the Government had not possessed some vessels of its own. The river steamers and flats now belonging to Government are in no way beyond the requirements of the country. But the Government of Bengal has been wholly without any sea-going steamer for the purpose of visiting its seaboard provinces; the Lieutenant-Governor has moved the Government of India that this want may be supplied. Recently during the monsoon private steamers had to be chartered to search for pilot brigs missing from their stations off the mouth of the Hooghly, and to search for wrecks along the face of the Sunderbunds. In case of emergency the Government of India has no steamer at command to take troops or despatches to Rangoon, Port Blair, Madras, or Point de Galle. During the year under report, Admiral Sir W. R. Mends, K.C.B., of the British Navy, inspected and reported upon all the establishments and many of the vessels of the Bengal Marine. His report has not yet been finally disposed of. He reported favourably of the Dockyard and its workshops; he recommended an early reduction of the numbers of the pilot service of the Hooghly; he advised the substitution of two or three efficient steam vessels for the pilot brigs, survey vessels, anchor boats, and row boats in the Hooghly;

all these vessels cost much money and are not fit to do the work as it is required to be done in the present day. Admiral Mends seemed to recommend that Government should do for itself such business as repairing and docking its vessels, working a monthly service between Calcutta and Port Blair, and carrying ordinary troop reliefs, instead of paying exorbitant rates for private vessels hired out of a small market as needs arose. The pilot question has been taken up by this Government, and a decision has been taken as to the number of pilots required to work the port. The Government of India has been asked to sanction the gradual substitution of steam vessels for the brigs and row boats now doing the work of the port.

The military and naval defences of the river Hooghly are not managed by the Government of Bengal, but it may be mentioned here that experiments as to the best site for, and the best kind of, torpedos for the defence of the Hooghly river have been in progress throughout the open season under very skilful superintendence.

On the 31st March 1872 there were 76 pilots in the Government rolls and 46 licensed pilots. Of the Government pilots 68 were in active service and were distributed as follows:—Running pilots of all grades 62; in command of pilot vessels 4; in command of steam tug 1; in charge of steamers 1; 7 were on leave; and 1 was under suspension. The Government pilots are divided into two classes,—eight of those in active service being on the salaried list, and the remaining 60 on the free list.

The 46 licensed pilots are made up of 23 masters, 14 mates, and 9 leadsmen. There were 33 of the pilots and 8 of the leadsmen running; 1 pilot was in charge of a steam tug, and another in charge of a steamer. One leadsmen and two pilots were on leave.

The following statement shows the number of steamers and sailing vessels which have entered and left the port of Calcutta in each of the years 1868-69 to 1871-72. It will be seen that there is a continued increase in the number of steamers and a decrease in that of sailing vessels:—

ARRIVALS.				DEPARTURES.			
	1871-72.	No.	Tons.		1871-72.	No.	Tons.
Sailing vessels ...	...	658	704,661	Sailing vessels ...	...	637	672,257
Steamers ...	...	301	294,953	Steamers ...	...	293	285,266
		<u>959</u>	<u>999,614</u>			<u>930</u>	<u>957,523</u>
1870-71.				1870-71.			
Sailing vessels ...	...	670	706,143	Sailing vessels ...	...	670	706,143
Steamers ...	...	261	282,242	Steamers ...	...	261	282,242
		<u>931</u>	<u>988,385</u>			<u>931</u>	<u>988,385</u>
1869-70.				1869-70.			
Sailing vessels ...	...	602	580,233	Sailing vessels ...	...	602	580,233
Steamers ...	...	204	176,975	Steamers ...	...	204	176,975
		<u>806</u>	<u>757,208</u>			<u>806</u>	<u>757,208</u>
1868-69.				1868-69.			
Sailing vessels ...	...	680	656,605	Sailing vessels ...	...	683	659,845
Steamers ...	...	207	183,223	Steamers ...	...	195	149,483
		<u>887</u>	<u>839,828</u>			<u>878</u>	<u>809,328</u>

A petition was presented to the Lieutenant-Governor by a Mr. Butler and other ship-masters, complaining of the inconveniences they were subjected to owing to the want of proper accommodation, &c., in the then Shipping Office. The Collector of Customs was asked to report on the matter, and as he considered the objections put forward to be reasonable, an offer made by the committee of the Sailors' Home to provide room there for the Shipping Office was accepted, and there the office is now located.

There have been 77 groundings this year as compared with 64 last year, the percentage being 4 against 3·4 last year. Of these one resulted in a total loss, and in another the vessel was so injured that she was obliged to come back from Saugor for repairs.

There have been 6 cases of collisions this year as compared with 13 in the previous year. In one collision, that between the steamer *Thomas Wilson* and the ship *Ocean Chief*, the latter went down. In another collision a P. and O. mail steamer ran into another steamer within sight of the P. and O. moorings; the injured steamer sunk in 15 fathoms within ten minutes of the collision; while the mail vessel steamed on down the river. The inquiry in connection with this collision has not yet been completed. It has become very obvious that the Government of Bengal or some executive authority on the spot should have power to stop in the river any steam vessel which causes a serious collision. There are unhappily frequent collisions in the Hooghly, and the increase in the number of steam vessels makes the risk of such collisions greater than ever. The Lieutenant-Governor's proposal to grant this power to the Government by legislative enactment is still under discussion.

Channels of the Hooghly and river survey.

The channels of the river are in a satisfactory state, with the following exception :—

1. The upper part of Mud Channel has become lumpy and changeable, and a bar has formed.
2. The Rungafulla Channel is narrow, winding, and lumpy.
3. Moyapore tracks have deteriorated.

Pilot vessels.

The pilot vessels are the same as last year.

For two years no merchant vessels had come to Port Canning, while the maintenance of the port and preventive establishment cost Government several thousands of rupees annually. The town of Canning was almost entirely deserted as a place of trade, and the Government therefore decided to close the port and withdraw its establishments.

The port was finally closed during the year under review. There have been no complaints from the people or the traders of Calcutta, nor is there any reason to fear that the closing of the Mutlah or Port Canning harbour will cause loss or inconvenience. The new Port Canning Company, who have succeeded to some of the property of the late insolvent company, have protested upon the matter; but the Government has not felt warranted in taking any action on that protest.

When it was resolved to abandon Port Canning the question arose whether it was necessary to keep up the outer light-ship at the mouth of the Mutlah. The value of the light as a guide to ships arriving at the Sandheads from eastward was pointed out, and the Lieutenant-Governor gave his opinion that the light should be kept up in the interests of the general navigation of the Bay of Bengal and of the seaface of the Sunderbunds. A proposal by Messrs. Morrell and Lightfoot, that the position of the light-ship should be so altered as to be of use as a station for the Morrellgunge pilot as well as to be of assistance to the general navigation of the Bay of Bengal, was under consideration at the close of the year.

Houses of Refuge.

The houses of refuge have been visited, repaired, and replenished with stores and provisions.

There are now five kinds of certificates granted to engineers. 56 first class engineers' certificates have been granted up to date, and 128 service ones. Two have passed for second class certificates. Four native engine-drivers have received certificates. As the rules stood natives could only serve as engineers under certificates of service, for which only those were eligible who had been in sole charge of the engine of a steamer for a year before Act I of 1868 was passed. By the rules passed in the year under report they were enabled to obtain, after examination as to their qualifications, certificates of competency which allowed them to take charge of small river steamboats or ferries having engine not exceeding fifty nominal horsepower.

Registrations of vessels under the Merchant Shipping Act of 1854 and Act X of 1841.

Eight vessels were registered under the Merchant Shipping Act of 1854.

A Bill to amend Act XII of 1870, the Native Passengers Ships Act, was under consideration in the Legislative Council of the Government of India. It was proposed to give the officer granting the certificate discretionary power to authorize a reduction in the amount of stored water from 5 to 3 gallons a week per passenger in steamers in which an approved condenser was carried; and also to modify the rule as to space in the case of steamers, provided that not less than nine superficial and fifty-five cubic feet were allowed to

each passenger. The Lieutenant-Governor approved of these amendments, and besides suggested that the law should provide a penalty in the case of ships returning to British India with a larger number of passengers than would entitle them to a certificate under the Act.

Improvement of False Point as a port.

The hulk *Deva* was placed at False Point to serve as quarters for the new port-establishment.

CALCUTTA PORT TRUST.

In addition to the conveniences provided for landing goods mentioned in last year's report, the Port Commissioners have carried on extensive engineering operations during the year, the principal of which are the extension of the jetty heads, the connection of the jetty heads thus extended, the construction of a seventh jetty, and the provision of sheds and other means for facilitating trade, and the addition of four cranes to the jetties.

I.—Engineering.

The number of jetties in operation during the year was six, at which 143 vessels, with an aggregate tonnage of 219,881, were discharged, and the amount realized from their working was Rs. 3,63,146.

II.—Jetties.

Two wharves were added during the year for the accommodation of the country trade. The tolls realized at these were, for imports Rs. 78,187, for exports Rs. 1,21,343, or a total of Rs. 1,99,530.

III.—Inland vessels' wharves.

It has been arranged that the lands on the banks of the Hooghly, between the river and the town, should be made over to the Port Commissioners on their paying, towards the expenses hitherto met from the Strand Bank rents, Rs. 40,000 per annum. These expenses are those connected with the health and recreation of Calcutta, consisting principally of roads and the public gardens on the plain around the Fort, and such like purposes.

The Commissioners have agreed to devote the surplus receipts over expenditure derived from the Strand Bank lands to an extension of the Strand Bank along the river face to the northern limit of the town. This will complete a communication round the whole town by a broad and open road, to which a tramway is about to be added.

The Commissioners propose to erect on the present Strand Bank land, after providing for the road and tramway, large and secure store-houses for the reception of jute, and otherwise to provide facilities for the commercial requirements of the town.

The result of the inquiry into the conditions of the Port Fund led to the acceptance by Government of the recommendation to separate the income and expenditure of the port proper from that of the channels leading to the port, and to transfer the

The Port or Harbour Master's Department.

management and revenue of the former to the Port Trust as soon as that body should come into legal existence. In February 1871 the transfer, as provided for in sections 95 to 100 of Act V of 1870, was made, and the charge of the port was accepted by the Commissioners under certain conditions. They have accordingly been vested with the powers and duties of the Conservator of the Port within the limits of the port, the Master Attendant continuing to occupy the same position as regards the channels leading to the port.

The port over which the Commissioners have jurisdiction is ten miles in length; the greatest width is 1,250 yards, and its least 450; and, excluding the space occupied by mooring vessels, the average width of the working channel is 250 yards. Moorings exist for 169 vessels.

The block belonging to the port was transferred to the Commissioners at a valuation, which was determined by a committee, of Rs. 17,61,000. This sum is to be considered as a book debt on which the Commissioners are required to pay interest to Government at $4\frac{1}{2}$ per cent., but they are not liable for repayment of any of the principal. They are also required to accumulate a reserve fund of $3\frac{1}{2}$ lakhs to provide against cyclones, hurricanes, &c. It is proposed to undertake during the present cold season a complete survey of the port.

The vessel *Lady Melville* caught fire owing to the carelessness of the steward in drawing off spirits with an uncovered light. Owing to the difficulty of getting at the fire a good deal of water was pumped into the vessel and eventually she sank in some 7 fathoms water. Her owners, though called upon to do so, took no steps to remove the wreck, upon which the duty devolved upon the Port Commissioners. They succeeded in raising her cargo and finally the ship herself; the proceeds of the wreck and the saved cargo paid the cost of lifting the vessel, and left a surplus of about Rs. 14,000 to her owners, who had previously abandoned her.

It came out in the inquiry which was made into the circumstances attending the burning of the ship, that she had 10lb. of gunpowder on board (the regulated quantity) in close proximity to where the fire originated. This led to provisions being made in an Act recently passed by the Bengal Council for reducing the quantity of powder to be retained on board vessels within the port from 10lb. to 5lb. The Commissioners at the same time undertook to provide boats at the magazine at Moyapore for landing and reshipping powder belonging to passing vessels.

Under Act IX (B.C.) of 1871 the Port Commissioners were appointed Bridge Commissioners to take charge of the structure on completion, and to work it, but nothing has yet been done.

Burning of the *Lady Melville*.
Bridge over the Hooghly.

The income and expenditure of the Port Commissioners during the year may be abstracted thus—

	Balance at begin- ning of the year.	Income of the year.	Expenditure during the year
	Ra.	Ra.	Ra.
(1.)—Department of wharves, jetties, and traffic appliances	2,50,000	6,50,262	7,57,715
(2.)—Department of the port con- servatorship	1,83,886	4,52,564	4,91,419
Total ..	4,33,886	11,02,826	12,49,134

The expenditure of department No. 1 consisted of nearly three lakhs on establishments, interest of funded debt, and working expenses; of about 4½ lakhs on the jetties, goods sheds, and other appliances for the use of sea-going-vessels, and about half a lakh on appliances for the inland river trade. The expenditure of the Conservator's Department consisted of 2½ lakhs on establishments, working expenses, and interest on funded debt, and about two lakhs invested in Government securities as a reserve fund. The Port Commissioners had still before them the task of providing for the wants of the export sea-going trade, and they have also to give further facilities to the inland river trade, which is carried on chiefly in country boats.

PUBLIC WORKS.

THE entire outlay on public works in Bengal during the year 1871-72 amounted to Rs. 1,21,11,999, as detailed below, of which the cash outlay amounted to Rs. 1,16,13,118, the remainder being met by an expenditure of stock :—

	Rs.
Local expenditure for Imperial Railways ..	2,02,893
Imperial works,—Civil and Military	32,29,836
Irrigation works	44,13,665
Provincial works	30,54,446
Local works	9,92,214
Nizamut buildings and other small unclassified works	1,05,213
Total Public Funds ...	1,19,98,267
Add contributions from committees and individuals for education and other purposes ...	92,229
Outlay on embankments to be recovered ...	21,503
Grand Total ...	1,21,11,999

GENERAL REMARKS.

Irrigation works and Railways being under distinct heads, the following remarks on the administration of public works in Bengal refer only to public works, classed as ordinary.

The progress for the year under review will bear favourable comparison with that of preceding years, both in the number and importance of the works. Details of the works ranged under different classes will be found further on.

The transfer to the local Governments and Administrations of the financial provision for works of a provincial character for which the Government of India had previously provided, came into effect at the beginning of the year, and in reviewing progress, it will be convenient to adopt the classification of works as imperial and provincial, both to show to what extent the measure referred to has been carried out, and also because that classification has been adopted in the provision for the works and in the report of appropriation and outlay.

In connexion with this transfer it was considered necessary to take into consideration the question of making arrangements regarding the various works, including those which have hitherto been locally managed by District Officers, and the Lieutenant-Governor appointed a Committee, consisting of Mr. Bernard and Mr. Leonard, to submit a complete scheme. As regards the sources of income it was recommended by the Committee that the two separate funds known as the

Amalgamated Road Fund and the General Fund should be abolished, and that assignments should be made from the General Provincial Fund.

The Committee recommended, with regard to the adjustment of local and provincial claims upon the ferries, tolls, and canal collections, that each district should be allowed to enjoy its road tolls and ferry fund income; but that the tolls levied on the provincial roads and Calcutta and Eastern Canals, the Nuddea Rivers, and Backergunge Canals, should be credited to the Provincial Fund.

They also recommended that no new tolls should be imposed on local roads after the Road Cess Bill shall become law, and expressed an opinion that, so long as provincial roads can be maintained in order from other funds, it is not desirable to impose fresh road tolls.

The allotment of existing and proposed works to Provincial and Local Funds was recommended to be as follows:—

That court-houses, revenue, and other public offices, should be provincial, and that, with the exception of serais, rest-houses, and dāk bungalows on district roads, no civil buildings should be a charge on the funds of the district; and, with regard to the several lines of communications, that military roads, trunk roads, and some important branch roads in the poorer districts, should be provincial, all other roads being maintained from District Funds.

The question of the amalgamation or separation of the local and provincial establishments was also considered.

In a Minute dated 30th December 1871, the Lieutenant-Governor directed that from the 1st April 1872 each district should have the benefit of the income of road and ferry tolls levied on district roads within its limits, tolls and ferries on provincial roads being credited to provincial revenue.

The following are the main lines of roads now maintained as provincial:—

1. *Southern Road*.—From Calcutta through the 24-Pergunnahs District to Diamond Harbour, the Head-Quarters of a Sub-Division and the site of one of the new batteries for the defence of the River Hooghly.

2. *South-Western Trunk Road*.—From Calcutta by Midnapore through Orissa, bifurcating from a point near Cuttack to Ganjan in the Madras Presidency and Pooree, the site of the great Temple of Juggernath; including also a more direct connection with the above line from the North-Western Provinces by a branch, leaving the East Indian Railway Station at Raneegunge and passing *viâ* Bancoorah to Midnapore.

3. *North-Western Trunk Road*.—From Calcutta to the frontier of the North-Western Provinces. In connection with this a road leads to Gya, the great place of Hindoo pilgrimage, and connects Gya with the city of Patna and the East Indian Railway. From Patna again a road leads on to Mozufferpore, chief town of the great district of Tirhoot. Also in connection with this Trunk Road is—

4. *The Chota Nagpore system of Roads*.—Consisting of a line of road from the Seetarampore junction of the East Indian Railway to Purulia, chief town of the Maunbhoom District, and on to Ranchee,

Head-Quarters of the Chota Nagpore Commissionership. And another line from the Girhidee terminus of the East Indian Railway to the Cantonment and District Station of Hazareebaugh, with a junction line between Hazareebaugh and Ranchee. And a line from Hazareebaugh running north to the Grand Trunk Road. There is also a short branch to Parisnauth Hill.

5. *Northern Trunk Road*.—From Caragola on the Ganges, nearly opposite the East Indian Railway Station of Sahibgunge, through Purneah to Darjeeling; with a branch to Julpigooree.

6. *North-Eastern Road*.—From Calcutta by the Military Station of Dum-Dum to Jessore, the chief town of the Jessore District.

7. *Assam Trunk Road*.—From Dobree on the Berhampootra, on the extreme west of Assam, to Suddya near the eastern frontier, with a branch to Shillong and Cheerapoonjee, and hill roads to different outposts on the Garrow, Cossiah and Naga Hills.

8. *Sylhet and Cachar Road*.—From the Station of Sylhet through Cachar to the Muneepore boundary, and a short branch line from Sylhet to Cheerapoonjee.

9. *South-Eastern Trunk Road*.—From Dacca to Chittagong, with a continuation to the Looshai Hills, and another towards British Burmah.

These roads are supplemented by two important lines of water communication, viz., 1st, a system of canals connecting various creeks and rivers by which boat communication between Calcutta and the Eastern Districts is maintained; and 2nd, the Nuddea Rivers, one or other of which is kept open according to circumstances so as to afford water communication between Calcutta and the Northern Districts.

His Honor observed, with regard to establishments, that it would be extremely desirable to unite in the same hands the local and provincial works, under a system which has been already proposed in the North-Western Provinces, so as to have one Engineer in each full-sized district to do all works in all departments; the initiation and general design of work resting with the civil officers, while in respect to the efficiency and excellence of the works, the Executive Engineer should be subject to the supervision of the superior officers of the Public Works Department.

The opinions of Commissioners and Magistrates being called for on the feasibility and efficiency of such a scheme, and the replies received being generally favourable to the proposed change, orders were issued for the re-organization of the establishment, and arrangements have been made to carry it out.

The main features of the new organization are that each District shall have an Engineer and trained Subordinate Establishment sufficient to do all the important works to be carried out by the Government, whether Imperial, Provincial, or Local.

The District Committees, District Magistrates, and other Local Heads of Departments, are in every case to initiate, and decide on, what works shall or shall not be done, and what amount can be spent on them; the Engineer Establishment supplying, as called for, all necessary information as to surveys, plans and estimates, and if the work be sanctioned, carrying it out under the general direction of the Civil Officer, and under the professional supervision of the Public

Works Department, the Superintending Engineer being required to make regular tours of inspection for the purpose of seeing that works are carried out well and economically, and according to rule.

The system of Public Works Accounts has been simplified as far as possible and made applicable to the Local Works to be done by the Public Works Officers, thus enabling them to supply intelligible accounts to the Local Authorities without involving the maintenance of two separate systems.

A concise form of accounts has at the same time been prepared for the use of District Committees and Magistrates, who are to submit them quarterly to the Controller of Public Works Accounts, so that a complete current record of all Local Works done will be early available for the information of Government.

The new organization, as far as tested, answers expectations, and appears to work well; promising, on the one hand, as good work as can be got, and on the other, such local control as should ensure economy.

The project for a floating bridge over the Hooghly was referred by the Government of India for the opinion of the Chief Engineer, who reported on the proposal, approving of the engineering arrangements and details generally, but expressed grave doubts as to the wisdom of adopting a bridge of this class for such a river as the Hooghly. The Government of India having accepted the modification of some details proposed by the Chief Engineer, and alterations in mooring gear recommended by the Harbour Master, informed this Government that they had requested the Secretary of State to arrange with Mr. Leslie the terms on which the work should be carried out.

The works at the Moyapore Shoal for the improvement of the River Hooghly were closed in October 1871; nothing more was done during the year beyond observing the effects of the works.

The result of sections taken by the Executive Engineer shows a slight improvement, the latest survey report being the most favourable. The latest report, however, of the Marine Department is that, "beyond reclaiming a considerable extent of foreshore, the works done by the Public Works Department do not seem to have realized expectations."

This conclusion is really a fair one; the result of the works shows that there is little (if any) improvement on the former state of the shoal.

The accounts of Executive Engineers have been submitted with remarkable regularity, the only exceptions being the Berhampore and Rajshahye Divisions.

Submission of accounts.

During the month of August, owing to the sudden rise of the Ganges, the Nuddea and Jessore Districts were visited by serious

Floods.

inundations, causing great damage to works.

The injurious effects of the first great flood began to be felt about the 15th August, when the whole country from the Chooadangah Station on the Eastern Bengal Railway up to the 13th mile of the Chooadangah and Meherpore road, was completely submerged; the depth of water on the road varied from 2 inches

to 3½ feet ; several culverts were completely destroyed, and the metal-ling and earthwork to a great extent washed away. The Gokoolkhally girder bridge, 2 spans of 22 feet, in which for more than a week the water was 2 feet higher on the north than on the south side, was seriously injured ; the north-east wing wall was thrown down ; the eastern approach nearly scoured away, and, but for the exertions of Sub-Overseer Poorno Chunder Banerjee, the bridge would probably have been destroyed.

On the Kooshtea and Dadapore road much damage was done, the road having been to a great extent submerged ; on the Kooshtea and Salgamoodee road slight damage was done ; the Kissengunge and Kallygunge roads were more or less injured. On the Jenidah road the Bydangah skew bridge on the 14th mile, a girder bridge of 2 spans of 22 feet each, on masonry piers, lately constructed, was entirely carried away ; the bridge near the Nayambati Factory was cracked, and a culvert just opposite the factory washed away. The skew bridge at Berandatollah on the same plan as the Bydangah was irreparably injured, the centre pier having sunk down, the western abutment collapsed, and the eastern one cracked.

On the Chogdah and Bongong road, which was flooded in many places, one of the arches of the Derriaghatta bridge just beyond Gopalnuggur gave way.

On the Calcutta and Jessore road the Jynteeopore bridge, a large masonry bridge in the 16th mile, was destroyed, and one of the abutments of the Hurridaspore bridge was carried away ; on the road from Berhampore to Kishnaghur a masonry bridge on the 6th mile was destroyed.

Great anxiety was felt about the station of Goalundo and the brick-fields at that place, in consequence of the cutting away of the banks of the Ganges, 700 feet of which were cut away in a very short time.

Later in the year the rivers connected with the Ganges again rose, and continued to do so from 23rd September to 1st October, when the inundation reached a height of 9 inches below the highest level of the first inundation.

This second inundation was chiefly felt along the Chooadangah and Meherpore road, and on the roads leading from Kooshtea to Dadapore, and from Kooshtea to Salgamoodee.

On the remaining roads the damage done was principally confined to widening the breaches already made, and scouring the already damaged bridges and culverts.

There was no second flood at Goalundo ; the damage sustained was, however, very considerable. A strip of land about 14,000 feet long and 400 feet wide was cut away ; brick had been manufactured to the extent of about six lakhs, of which, notwithstanding all the exertions that were made, about 50,000 were lost. The total damages sustained on all the roads in these districts, including the bridges, amounted to the large sum of Rs. 1,34,000. Of this, repairs to the extent of Rs. 59,000 have been executed during the year, exclusive of the amount expended under the ordinary estimates for the annual repairs to the several roads.

At Dinapore the Ganges rose unprecedentedly high during the floods. The greater portion of the barrack square was under water for some hours ; part of the Dinapore and Patna road was also under water, but no great injury was done.

The loss by fire both to civil and military buildings in Assam has been very considerable.

At Debrooghur a fire broke out on the 7th September 1871 in the temporary building in which materials for the new court-house were stored, and property to the value of Rs. 5,782 was destroyed.

On the 1st February 1872 the school-house at Seebaugor was burnt down.

On the 17th March 1872 a fire broke out in the town of Gowhatty, during which the military hospitals and staff serjeant's quarters were burnt down.

DETAILS OF PROGRESS.

IMPERIAL WORKS.

The expenditure on Imperial Works has been distributed as follows :—

						Rs.
Military Works	...	...	...	...	...	16,35,035
Civil Buildings	...	...	...	...	...	15,88,377
Miscellaneous Public Improvements					...	6,424
				Total	...	32,29,836

MILITARY.

The expenditure on Military Works has been during the year—

						Rs.
Original Works	...	...	...	...	...	12,08,142
Repairs	...	...	...	...	...	4,26,893
				Total	...	16,35,035

the principal items being on account of factories for the manufactures of ammunition and accommodation for troops.

The construction of defensive works has been confined to the frontier stations of Assam.

In Fort William, and at Alipore, Dum-Dum, and Barrackpore, various minor military works have been completed, as also at some smaller stations.

The new shell factory at Cossipore has made considerable progress.

The progress of the Snider Ammunition Factory at Dum-Dum has been very satisfactory, nearly all the works in connection with it having been completed during the year.

Various improvements have also been effected in the Calcutta Dockyard.

The establishment of the Executive Engineer, Sylhet Division, was placed at the disposal of the Military authorities in connection with the Lushai expedition, and temporary barracks were erected at several places.

CIVIL BUILDINGS.

In consequence of the Resolution of the Government of India, Financial Department, already referred to, transferring certain branches of the Civil Works to the local Governments, the only works under this head, the expenditure on which has been chargeable to the Imperial Budget, are the buildings connected with the following Departments :—

Opium (not including office of	Viceregal Residence.
Board of Revenue, Calcutta.)	Imperial Museum.
Mint and Currency.	Stamps and Stationery Office.
Post Office.	Treasury Buildings.
Telegraph.	Bishop's Palace.
Offices of Supreme Government.	

The expenditure on Imperial Civil Buildings has been as follows :—

	Rs.
Original Works	14,30,442
Repairs	1,57,935
Total ...	<u>15,88,377</u>

The largest item of expenditure was the purchase of Spence's Hotel, known as Loudon's Buildings, for seven lakhs of Rupees. The buildings were bought for Offices for the Secretariats of the Home, Public Works, and Agricultural Departments of the Government of India.

Various improvements were made in Opium and Mint buildings, in the Calcutta Treasury building, and in the Viceregal Residence, and several Post Offices and Telegraph buildings have been erected. Much progress was made with the Imperial Museum.

PROVINCIAL WORKS.

The total outlay from Provincial Funds has been Rs. 30,54,446, distributed as follows :—

	Rs.
Civil Buildings	12,78,039
Communications	17,35,818
Miscellaneous Public Improvements	40,589
Total ...	<u>30,54,446</u>

The works which have been made over to the control of this Government and which are now classed as Provincial works, comprise Civil Buildings and Communications, that is, roads and canals, and Miscellaneous Public Improvements.

CIVIL BUILDINGS.

Under the head Civil Buildings there has been an expenditure on—

	Rs.
Original Works	8,22,277
Repairs	4,55,762
Total ...	<u>12,78,039</u>

The following table shows the outlay on each class of buildings, including cost of establishment:—

	Original Works.	Repairs.	Total.
	Rs.	Rs.	Rs.
Jails	1,91,720	1,12,374	3,04,094
Registration	4,414	.....	4,214
Police	16,210	5,875	22,085
Education	16,633	29,567	46,200
Medical	62,923	47,558	1,10,481
Court-houses	3,80,923	1,07,599	4,88,522
Sub-divisional buildings...	87,621	35,884	1,23,505
Excise	8,206	1,915	10,121
Salt	3,332	15,638	18,970
Customs	.....	9,690	9,690
Lieutenant-Governor's residence	7,488	8,140	15,628
Offices and Secretariats	2,380	621	3,001
Public Works Buildings...	7,858	12,679	20,537
Circuit-houses...	.....	19,699	19,699
Parsonages	.....	268	268
Churches	5,004	27,818	32,822
Cemeteries	7,566	10,213	17,779
Botanical Gardens	17,023	91	17,119
Towers, Pillars, Monuments	2,971	5,794	8,765
Bungalows and houses for rent	.....	4,339	4,339
Grand Total	8,22,277	4,55,762	12,78,039

In addition to the above, contributions from Committees and Individuals to Educational and other works, amounting to Rs. 92,229, were received and distributed as follows:—

	Rs.
Education	78,990
Churches	12,495
Other Buildings	744
Total	92,229

The sums above stated on account of departments, as Jails, Police, &c., are exclusive of grants for petty repairs included in the Budgets of those departments.

The new High Court building has been rapidly pushed on towards completion; the mansard roofs over the large court have been completed; the design for the tower has been finally decided on; and the work is being carried out. The whole of the internal fittings, viz., water-supply, water-closets, drainage, gas-fittings, court-furniture, record-racks, &c., have been completed. Iron gratings have been fitted to all record and strong-rooms; venetian shades have been fitted in the court-yard verandahs of the north and east wings; and cement floors have been laid down in most of the verandahs. The building was occupied by the High Court in May 1872.

The central jails at Hazareebaugh, Midnapore, and Bhaugulpore, had for some time been making slow progress owing principally to variety of opinions as to the best arrangement and style of building which should be adopted in each case. The question was taken up in November of last year, and a general report submitted by Mr. Bernard and Dr. Payne. It was decided to adhere generally to the radial system, under which the jails had been commenced, but several alterations in arrangement of buildings and division walls were made in the original design. The greater part of Midnapore and Hazareebaugh jails will be of stone and brick-work masonry; the greater part of Bhaugulpore, what is called kutchapucka: the work in all these jails is being pushed on as rapidly as the convict labour at disposal will allow. The Inspector-General of Jails transfers prisoners from other districts to the works as fast as he can make them available.

An extension of the boundary wall of Alipore Jail, and other improvements there, have also been commenced; doctor's and guard-houses at female central jail at Russapugla have been nearly completed, and raising the compound wall of Dacca Jail has been about half done.

A building for the registry office at Jessore has been completed and is ready for occupation.

Registration.

It will be seen that a considerable sum was expended on Educational buildings. Most of these were not of primary importance, but during the year it was determined to build a new Presidency College in Calcutta at a cost of Rs. 3,00,000, and the work has since been commenced and actively carried on.

Education.

At Bhaugulpore a fine school-house (the outlay on which from contributions amounted to Rs. 26,869) has been completed, and is ready for occupation. The old collectorate buildings at Patna have been undergoing additions to adapt them to the purposes of a college; a new wing has been completed, and further additions are contemplated when funds are available. The contributions to the work amounted to Rs. 11,884. A school-house at Ranchee has been completed, and similar buildings are in progress at Burrisal, Pooree, and Arrah.

The thorough drainage of the Medical College premises has been completed; the anatomical theatre has been enlarged; and the internal fittings to the new latrines and lavatories of the Medical College Hospital have been finished. Great additions have been made to the Presidency Native Lunatic Asylum. At Cuttack the construction of a pilgrim hospital has been commenced.

Medical.

At Dinapore and Rungpore the construction of cutcherries for the Magistrate has been resumed. The court-house at Purulia was completed and made over to the Civil Officers. Preparations were made for adding to the Collector's Court-house at Mymensing. Several Sub-Divisional buildings have been completed and made over.

Court-houses.

Churches.

The new church at Darjeeling has been completed.

COMMUNICATIONS:

Under the head Communications there has been an expenditure on—

	Rs.
Original Works	3,73,323
Repairs	13,62,495
Total ...	<u>17,35,818</u>

The following are the most important new works under this head:—

SOUTH-WESTERN ROADS.

South-Western Trunk Road.—Several bridges have been built, as also some stone causeways instead of bridges, and the road may be considered to be fully complete throughout, including the continuation to Ganjam.

NORTH-WESTERN ROADS.

Girhidee Road.—This is an entirely new line, which has been undertaken with a view of opening out more direct communication between the branch line of the East Indian Railway ending at Girhidee, the Grand Trunk Road and the Chota Nagpore Districts. It runs from the Girhidee station to Doomree on the Grand Trunk Road, the length being 27 miles. It was commenced in November last; the earthwork of 16 miles is nearly complete; materials for bridges and culverts are being collected, and the work generally has been pushed on as fast as circumstances permitted.

Hazareebaugh and Bugodur Road.—This line may be said to be in connection with the above road; it completes the direct communication between Hazareebaugh and the East Indian Railway, being, with an intervening section of 12 miles, of the Grand Trunk Road, and orders were issued in November of last year to complete it. The station of Hazareebaugh will thus be brought within about 70 miles of the Railway.

Seetarampore and Purulia Road.—This is the main line of communication between the East India Railway and Purulia, Ranchee and Chyebassa; considerable progress has been made in completing both the earthwork and bridging of it.

NORTHERN ROADS.

Ganges and Darjeeling Road.—The replacing of the old timber bridges by iron structures on screw piles has made good progress during the year. Five bridges aggregating 4,730 feet have been brought to such a forward state that their early completion is ensured.

A large quantity of ironwork for the further prosecution of the work during the next working season has been conveyed to Caragolah.

A first-class permanent timber bridge over the Mahanuddy at Silligooree has been nearly completed.

The road is now completely bridged, with the exception of the Mahanuddy at Dingraghat, and metalled throughout, but something

more remains to be done in substituting substantial iron for decaying wooden bridges.

The hill portion of the road was much damaged by land slips during the rains of 1872, but it is now open for cart traffic, and is being largely used for trade purposes.

Bridge railing has been completed, and parapet walls pushed on.

EASTERN ROADS.

Sylhet and Cachar Trunk Road.—Fair progress has been made with the earthwork and bridges on this road, considering the difficulties of the country through which the line runs and the diversion of labour to the Lushai expedition.

Earthwork has been about three-fourths completed; bamboo bridges have been put up over all the small streams; eight masonry culverts have been completed, and three more are in progress; one iron bridge on screw piles is nearly finished, and two others are in progress. Iron-work for four bridges which are to be constructed this season has been conveyed to site.

The Lieutenant-Governor has, however, doubts whether it will be desirable to spend large sums to complete this road as originally designed, as it is in competition with excellent water-carriage. He thinks it principally useful as a fair-weather and occasional road.

CANAL AND RIVER WORKS.

On the Calcutta and Eastern Canals some important works have been carried out; a new cut at Jatrapore in the Jessore district was commenced, and though the work was somewhat delayed at the outset in consequence of the inability of the Executive Engineer to make proper arrangements, fair progress was made, and the work is reported to have been three-fifths done by end of March.

Difficulties with regard to labour are reported to have been met with in deepening a portion of the Jhalokhatty Khall near Moharajunge in Backergunge; the work, however, is reported to have been nearly completed.

A small steam dredger, which was indented for use on the Calcutta Canals, has been received and put together by the Marine Department, but she was sent to Chittagong to deepen some channels required for the passage of boats engaged on the Lushai expedition.

The outlay on Canal works during the year has been Rs. 1,89,619, and the income Rs. 3,63,343.

Of the three rivers, the Bagiruttee, Mattabangah, and the Jellinghee, which form the waterways known as the Nuddea Rivers, works were done in the Bagiruttee only during the year. No attempt was made to work the Mattabangah or Jellinghee, as the condition was so unfavourable as to hold out no prospect of success.

The Bagiruttee was worked with considerable success, a least depth of 4 feet with a least width of channel of 150 feet down to Jungipore having been maintained throughout the present season.

From Jungipore downwards a least depth of 3 feet has been maintained with the same width.

The traffic shows a still further increase on last year, the tolls having risen to Rs. 2,57,757, while the outlay has been moderate. The available net revenue of the Nuddea Rivers for the past year amounts in round numbers to nearly two lakhs of rupees; this result has been obtained partly by increase of traffic and partly by reduction of expenditure.

LOCAL WORKS.

The expenditure under this head amounted to Rs. 9,92,214. Of this amount Rs. 2,97,420 has been expended by Public Works Officers and the rest by local Civil Officers.

As regards these latter works, there has hitherto been no sufficient system of reporting the local proceedings; but for the future matters are being put on a more regular footing.

With the exception of the Commissioners of Assam, the Presidency, Bhargulpore, and Chittagong Divisions, reports have not been received, and it is difficult therefore to arrive at any useful conclusion as to the progress which has been made.

The following table shows the total local expenditure in each district exclusive of cost of Public Works establishment:—

BENGAL.

WESTERN DISTRICTS.

		Rs.			Rs.
Burdwan	...	15,424	Beerbhoom	...	16,910
Bancoorah	...	16,890	Midnapore	...	24,383
Hooghly with Howrah		...	Rs. 42,087		

CENTRAL DISTRICTS.

		Rs.			Rs.
24-Pergunnahs	...	36,550	Rajshahye	...	26,974
Nuddea	...	97,689	Rungpore	...	18,661
Jessore	...	38,434	Bograh	...	5,482
Moorsheadabad	...	6,813	Pubna*	...	10,000
Dinagapore	...	9,267	Darjeeling	...	3,429
Maldah	...	7,747	Julpigooree	...	6,814

EASTERN DISTRICTS.

		Rs.			Rs.
Dacca	...	3,823	Cachar	...	6,720
Furreedpore	...	13,939	Chittagong	...	24,214
Backergunge	...	9,550	Noakhally	...	13,930
Mymensing	...	8,183	Tipperah	...	9,606
Sylhet	...	7,369	Hill Tracts of Chittagong	...	9,497

BEHAR.

		Rs.			Rs.
Patna*	...	32,000	Chumparun	...	14,996
Gya or Behar	...	9,021	Monghyr	...	38,914
Shahabad*	...	30,000	Bhargulpore	...	19,962
Tirhoot	...	63,086	Purneah	...	16,405
Sarun*	...	30,000	Sonthal Pergunnahs	...	34,206

ORISSA.

		Rs.			Rs.
Cuttack	...	7,867	Pooree	...	7,762
			Balasore	...	16,000

* Expenditure not reported; it has been assumed that the assignment is expended.

CHOTA NAGPORE.

SOUTH-WEST FRONTIER AGENCY.

	Rs.		Rs.
Hazareebaugh ...	3,421	Singbhoom ...	8,518
Lohardugga ...	12,605	Maunbhoom ...	28,976

ASSAM AND ADJACENT HILLS.

	Rs.		Rs.
Gowalparah ...	8,849	Sebsaugor ...	11,322
Kamroop ...	17,010	Luckimpore* ...	11,500
Durrang* ...	8,000	Naga Hills* ...	1,000
Nowgong ...	5,665	Cossyah and Jynteah Hills ...	6,741
		Garó Hills ...	Nil.
Calcutta ...			18,010.

NIZAMUT BUILDINGS.

Considerable sums are annually expended on the buildings which form the residences of the Nawab Nazim and his family.

STATEMENTS IN THE APPENDIX.

The statements in the Appendix III, B 1 and 2, show the expenditure on Capital, Maintenance, and Establishment of the various great works and classes of works, and the financial results of the works classed as reproductive. The chief of these latter will be noticed in the Department of Irrigation, but it will be seen that the only works of this class in the ordinary Department of Public Works, viz. the navigation canals and artificially managed rivers, are distinctly reproductive.

* Expenditure not reported; it has been assumed that the assignment is expended.

RAILWAYS.

EAST INDIAN RAILWAY.

IN last year's report it was mentioned that the chord line of the East Indian Railway was opened for traffic on the 1st January 1871. By the opening of that length of double line, the system of the East Indian Railway was completed. Different lengths have been quoted in different half-years as the true measurements of the line. The explanation of these differences is, that sidings are from time to time altered for the convenience of traffic. As regards the public, however, the true length of the main line is 1,280 miles, that being the length on which payments are calculated. Of these 1,280 miles, 400 are double and 880 single. Of this length 419½ miles from Calcutta by the chord line, or 483¾ by the loop line, are in the territories under this Government, and the remainder in the North-Western Provinces and Central Provinces.

The average cost of maintenance of a mile of open line per month was Rs. 147·15, against Rs. 154·12 in 1870, and, reduced to a train mileage, was annas 6·75 against annas 5·29 in 1870. The total train mileage run in 1871 was 1,211,285 miles, or 20 per cent. less than in the preceding year.

There was a considerable expenditure in connection with improvements at Howrah; with house and engine accommodation at the important locomotive station Assensole; with the relaying of the up-line of the Soane bridge; with the boiler-shed at Allahabad; and with the terminus at Jubbulpore. Nowhere was there any remarkable engineering work, and it is to be hoped that the necessity for such things may continue steadily decreasing. The chord line works were at the end of 1871 (the year of their maintenance) not quite finished by the contractors, and were taken over by the Company in that state. The success of the chord line in reducing expenditure in fuel cannot be known until the Kurhurbalee collieries are in full work, and this, though no energy has been spared since their re-opening, cannot be looked for until the machinery has been erected. The outturn up to the end of 1871 amounted in all to 18,305 tons.

The following table gives the general results of the working of the line from its opening up to the end of 1871. In the two years 1869-1870 the net earnings exceeded the amount of guaranteed interest, but in the year under discussion, fell short of that sum. A large falling off in traffic occurred early in 1871, which has been attributed to an enhancement of rates which took place on the opening of the chord line, and to other causes. The subject was investigated by Government committees, both in Bengal and North-Western Provinces, and the subject is still under discussion. The rates for goods have since been revised and lowered, and other measures of reform have been introduced.

YEAR.	Average miles open.	Train miles.	BARNINGS.			EXPENSES.			PROFITS.			AVERAGE PER MILE OPEN.						AVERAGE PER TRAIN MILE.						Rate per cent. of profit.
			Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
1854	...	38	98,290	53,005	35,275	2,454	1,526	928	.....	.....	.....	62.0	0.5	72,25,602	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	1.3
1855	...	121	132,251	53,051	3,30,548	5,259	2,732	2,836	4 12 11	2 8 0	2 4 11	51.9	1.3	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	2,30,08,020	1.3
1856	...	121	225,785	4,25,896	6,18,531	8,631	5,519	5,112	4 10 8	1 14 4	2 12 4	40.7	2.0	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2.0
1857	...	121	340,552	14,40,463	8,09,436	11,979	4,545	7,434	4 4 0	1 9 9	2 10 2	37.9	3.0	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	2,30,08,029	3.0
1858	...	126	481,157	18,23,919	9,14,043	14,475	7,254	7,231	3 13 7	1 14 4	1 14 3	50.1	3.8	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	2,30,58,774	3.8
1859	...	251	704,906	32,09,021	17,06,324	12,787	5,631	7,156	4 8 10	2 0 0	2 8 10	55.9	3.6	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	4,77,27,309	3.6
1860	...	306	987,350	36,70,092	18,97,318	11,993	5,792	6,291	3 11 4	1 13 8	1 14 8	51.7	3.2	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	5,81,85,501	3.2
1861	...	432	1,301,445	25,02,718	28,80,343	12,461	5,794	6,067	3 18 9	1 13 8	2 1 2	53.5	3.5	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	8,21,44,308	3.5
1862	...	644	1,889,030	34,36,702	29,50,172	9,917	5,336	4,581	3 6 0	1 13 1	1 8 11	53.8	2.4	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	12,24,55,956	2.4
1863	...	928	3,012,186	50,61,942	2,88,292	11,686	6,425	5,021	3 9 5	1 15 8	1 9 9	54.9	2.7	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	17,64,58,372	2.7
1864	...	1,000	3,660,491	70,73,550	38,57,569	13,142	6,673	6,409	3 14 4	1 15 10	1 14 6	50.7	3.4	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	20,15,57,940	3.4
1865	...	1,123	4,505,247	81,79,183	1,00,71,641	16,179	7,251	8,928	4 4 5	1 14 8	2 5 9	44.8	4.7	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	21,44,88,072	4.7
1866	...	1,129	5,105,468	97,28,447	1,22,60,554	19,472	8,615	10,867	4 4 11	1 14 0	2 6 5	44.2	5.7	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	21,46,78,210	5.7
1867	...	1,131	4,994,487	1,13,16,308	1,20,00,024	20,015	10,005	10,610	4 10 8	2 4 3	2 6 5	48.5	4.3	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	22,46,18,619	4.3
1868	...	1,131	4,886,427	1,02,28,568	1,32,17,628	20,731	9,944	11,687	4 12 7	2 1 5	2 11 2	43.6	5.3	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	24,55,87,887	5.3
1869	...	1,131	6,094,834	1,32,37,002	1,57,38,252	23,890	9,953	13,853	4 0 11	1 13 7	2 9 4	41.6	5.2	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	26,05,94,822	5.2
1870	...	1,131	6,070,063	1,19,19,881	1,06,50,203	25,249	10,534	14,715	4 11 3	1 15 5	2 11 10	41.7	5.9	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	26,90,90,335	5.9
1871	...	1,250	4,769,378	1,03,96,085	1,46,98,461	19,526	8,121	11,405	5 4 0	2 2 11	3 1 1	41.6	6.7	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	29,88,82,272	6.7

Approximate capital really expended on capital expended.

Capital on which guaranteed.

Rate per cent. of profit.

The following table gives a list of the principal commodities received at, and sent from, Howrah and Calcutta. Some discussion has taken place during the year with regard to an alleged shifting of the cotton trade from the Nerbudda valley eastwards, that is, towards Calcutta, instead of to Bombay, in consequence of the opening of through railway communication; but the Cotton Commissioner is of opinion that this is not the case, but simply that a trade, which has always existed, now travels by rail instead of road, and has consequently attracted attention. The general traffic on the line had not in the period under review been significantly or disadvantageously affected by through communication with Bombay.

	RECEIVED AT HOWRAH AND CAL- CUTTA.		Increase in 1871.	Decrease in 1871.	FORWARDED FROM CALCUTTA AND HOWRAH.		Increase in 1871.	Decrease in 1871.
	1870.	1871.			1870.	1871.		
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
Beer, Spirits, & Wine.	124	402	278	.....	167,850	325,506	157,656	.....
Coal	4,900,875	5,080,168	179,293	.....	11,498	5,248	.....	6,250
Copper	199	533	334	.....	61,047	51,582	.....	9,465
Cotton	594,330	721,188	126,858	.....	6,370	24,650	18,280	.....
Ghee and Oil	74,935	93,590	18,654	.....	9,071	14,680	5,618	.....
Grains	424,716	990,638	565,922	.....	33,577	70,896	37,319	.....
Gunny	12,866	13,984	1,118	.....	117,102	82,161	.....	34,951
Hides and Horns	488,641	553,978	65,337	.....	832	10	.....	822
Indigo	84,948	97,485	12,542	.....	418	106	.....	252
Iron	4,959	6,594	1,635	.....	2,278,678	861,530	.....	1,417,148
Lacdye and Shellac	94,982	104,204	9,222	.....	4,240	6,288	2,048	.....
Lime	126,272	60,175	.....	66,097	1,481	3,948	2,467	.....
Opium	122,081	195,242	73,161	.....	181	314	133	.....
Piece-goods	4,610	6,579	1,969	.....	1,037,881	1,009,285	.....	28,616
Salt	2,578	156	2,318	2,422	1,208,924	1,246,519	37,595	.....
Saltpetre	314,764	262,446	.....	52,318	521	34	.....	487
Seeds	2,775,404	1,580,999	.....	1,185,405	12,342	12,178	.....	164
Stone	62,026	43,819	.....	18,207	1,828	41	.....	1,767
Sugar	193,338	100,387	.....	83,951	5,954	3,542	.....	2,412
Miscellaneous, exclu- sive of railway materials	543,631	794,893	251,262	.....	1,633,474	1,262,386	.....	371,088
Total	11,026,274	10,725,469	.....	300,805	6,503,269	4,980,943	.....	1,612,326

The tables of passenger traffic which have been supplied are too incorrect for insertion in this report; but the general result is that there has been a large increase in the number of second-class passengers, a small increase in the number of first and third-class passengers, and a small decrease in the number of passengers by the intermediate class. The totals of the goods traffic for 1871 compare very unfavourably with those for the preceding year, but the prospects as regards permanence of goods traffic are not after all so bad as might at first sight appear. Thus the total receipts at Howrah and Calcutta were 300,000 maunds less than in 1870; yet the receipts actually increased under every important article of traffic except "oil-seeds," "saltpetre," "sugar," and "miscellaneous." The decrease in "oil-seeds" was due in great measure to the shortness of the crop of 1871; the custom house. export returns show a very large falling off in the despatches of oil-seeds from Calcutta. The decrease in sugar traffic by rail is not explainable in the same way. The increase in the "grains," "hides and horns," and "cotton" traffic, would show that for these kinds of goods the railway still holds its own against river carriage. So with the despatches from Calcutta, the decrease in the total is 1,612,000 maunds, out of which 1,417,148 are due to the decrease in despatches of "iron." The only three considerable items of reduction in the up goods traffic were 34,000 maunds in "gunny," 28,000 maunds in "piece-goods," and 371,000 maunds in "miscellaneous;" the salt traffic showed a small increase, while the despatches of "beer, spirits, and wine" more than doubled. The reduction of the despatches in "iron" was mainly due to the permanent way material for the railway up-country having been supplied in 1870; the river traffic returns seem to show that very little iron goes up-country by river, except small consignments of railway iron and machinery sent by river steamers.

The following statement exhibits the traffic on this railway at Patna, the place of the greatest commercial importance in these provinces after Calcutta:—

Abstract of Traffic on the East Indian Railway at Patna in 1871.

STAPLES.	QUANTITIES.					
	FORWARDED.		RECEIVED.		TOTAL.	
	Tons.	Cwt.	Tons.	Cwt.	Tons.	Cwt.
Beer, Commissariat ...	.....	...	.....	20	.....	21
Beer, not Commissariat ...	.....	4	.....	18	.....	6
Betel nuts and leaves ...	142	12	.....	123	.....	265
Blankets, country ...	12	16	.....	3	.....	12
Boots and shoes, country ...	9	14	.....	97	.....	106
Ditto ditto, Europe made ...	.....	2	.....	1	.....	1
Brass and brassware ...	7	18	.....	194	.....	202
Bricks ...	.....	7	.....	10	.....	7
Coal ...	20	6	1,057	3	1,057	9
Copper and Copperware ...	2	4	.....	86	.....	88
Cotton ...	145	13	.....	452	.....	598
Cotton twist ...	.....	2	.....	15	.....	2
Dye woods ...	371	16	.....	43	.....	415
Empty coops, casks, and bottles ...	7	14	.....	2	.....	10
Firewood ...	6	3	.....	98	.....	104
Flour and attah ...	1	3	.....	.....	.....	1

*Abstract of Traffic on the East Indian Railway at Patna in
1871.—(Contd.)*

STAPLES.	QUANTITIES.					
	FORWARDED.		RECEIVED.		TOTAL.	
	Tons.	Cwt.	Tons.	Cwt.	Tons.	Cwt.
Fruits dried, nuts and pomegranates, &c.	78	17	396	5	475	2
Ditto fresh	433	8	10	4	443	12
Furniture	49	15	33	8	83	3
Glass and glassware	1	1	5	2	6	3
Ghee and oil in barrels, tubs, and cases	59	4	107	2	166	6
Ghee in coopahs (skins)	84	18	150	16	235	14
Government bullock train packages ....	.....	.....	.....	.....	.....	.....
Ditto commissariat stores ....	.....	.....	.....	.....	.....	.....
Ditto ordnance stores ....	.....	.....	.....	.....	.....	.....
Grains edible, and pulses, under 300 miles	267	18	1,382	18	1,650	11
Ditto ditto, over 300 "	345	5	71	.....	416	5
Ditto ditto, " 600 "	41	14	.....	3	41	17
Ditto ditto, " 900 " ....	.....	.....	.....	.....	.....	.....
Gunny bags	300	2	901	1	1,201	3
Harness and saddlery	2	11	1	.....	3	11
Hemp, jute, and flax	1	13	30	14	32	7
Hides and horns	2,801	2	7	10	2,808	12
Indigo, 3rd class	1,358	3	1	14	1,359	17
Indigo, 4th class ....	.....	2	.....	.....	.....	2
Iron, 1st class, excluding F. railway materials	36	18	422	11	459	9
Iron, 2nd class, ditto ditto	5	.....	32	8	37	8
Iron, 3rd class ....	.....	6	56	16	57	1
Jaggree	139	17	20	3	160	.....
Laedye and shellac	5	7	.....	3	5	10
Lac refuse and stick lac	34	14	9	7	44	1
Lime	1	12	.....	.....	1	12
Medical stores ....	.....	1	1	6	1	7
Minerals (excluding coal and lime) ....	.....	.....	.....	.....	.....	.....
Mowra flower ....	.....	.....	437	19	437	19
Oil cake ....	.....	16	.....	.....	.....	16
Oilman's stores and provisions ....	.....	.....	2	.....	2	.....
Opium, liquid ....	.....	.....	.....	.....	.....	.....
Opium, manufactured	4,252	12	4	5	4,256	17
Paper	4	13	87	2	91	15
Piece-goods, packed	27	3	2,434	.....	2,461	3
Ditto, unpacked	33	6	468	19	502	5
Ditto, cotton and silk ....	.....	9	6	18	7	7
Planks ....	.....	.....	.....	.....	.....	.....
Railway materials (construction accounts) ....	.....	.....	.....	.....	.....	.....
Ditto ditto, foreign ....	.....	.....	.....	.....	.....	.....
Ditto ditto, permanent-way materials ....	.....	.....	.....	.....	.....	.....
Ditto ditto, rolling-stock ....	.....	.....	.....	.....	.....	.....
Roots and dry ginger	11	12	25	13	37	5
Safflower	10	.....	.....	.....	10	.....
Salt	1,074	15	10,824	.....	11,898	15
Saltpetre	2,842	12	1	4	2,843	16
Seeds	15,591	3	2,653	7	18,244	10
Silk ....	.....	3	4	9	4	12
" raw, spun, twist or in cocoons	2	17	48	.....	50	17
Spelter and zinc ....	.....	.....	10	7	10	7
Specie	242	4	61	18	304	2
Stone, rubble	1	7	23	6	24	13
Stone, dressed	2	5	6	4	8	9
Sugar	5,668	7	31	6	5,699	13
Sutringees and carpets	11	17	2	12	14	9
Tamarind ....	.....	6	.....	.....	.....	6
Tea ....	.....	12	1	.....	1	13
Timber, first class	245	2	3	12	248	14
" second class ....	.....	.....	2	11	2	11
Tin and tinware ....	.....	.....	.....	18	.....	18
Tobacco, native raw	719	19	34	16	754	15
" manufactured	2	16	.....	.....	2	16
European and American ....	.....	.....	.....	.....	.....	.....
Turmeric	944	5	.....	.....	944	5
Wearing apparel	2	.....	1	1	3	1
Wines and spirits in casks, not bottled ....	.....	6	.....	19	1	5
Ditto ditto in casks or cases bottled ....	.....	.....	5	5	5	5
Miscellaneous	1,768	13	1,972	6	3,740	19
Total	40,248	8	25,067	1	65,295	19

The total engine stock amounts to 492 erected and 43 unerected locomotives. Of the 492 engines, only 407 are used in the actual traffic of the line, 10 in ballasting, the remaining 75 being spare. The consumption of coal per mile was for—

Passenger engines	...	...	...	42 $\frac{3}{4}$ lb.
Goods engines...	...	...	...	50 $\frac{1}{4}$ lb.

The carriage and wagon stock has not been increased, and consists of 7,767 vehicles, 7,302 being used for traffic and the remainder for other purposes. Of these vehicles, 5,309 are now lubricated by means of oil, instead of, as formerly, with solid grease, and 1,234 vehicles have had their axles increased in strength, and are now equal to nine-ton loads.

The telegraph is greatly used in the working of the line, the number of messages on service having been 2,087,616. For the public 31,330 messages were sent.

There were 95 persons killed and 87 injured, against 89 killed and 116 injured in 1870, making a total of 182 in 1871, against 205 in 1870.

The accidents to trains were as follows:—

Collision	...	...	...	13
Leaving the line	...	...	...	10
Fire	...	...	...	5
Running over cattle	...	...	...	117
Other causes	...	...	...	6
Total				151

These accidents refer to both main and Jubbulpore lines.

EASTERN BENGAL RAILWAY.

The extension of the Eastern Bengal Railway to Goalundo was, as mentioned in the last report, opened by the late Viceroy, Lord Mayo, on the 1st January 1871, and the whole line now consists of 156 $\frac{1}{2}$ miles of single line, exclusive of sidings. A large increase of traffic was anticipated from the extension, and the returns of the first half of the year show that the expectation was well founded. The earnings increased 26, the expenditure 15, and the net profits 43 per cent. The second half of the year opened, therefore, with brilliant prospects; but, most unfortunately, extraordinary floods breached the line, and from the 26th of August to the 15th November, when by great energy on the part of the Engineers the breaches were repaired, traffic was more or less interrupted, and financially, the half-year compared unfavourably with the corresponding period of the previous year, when the extension had not been made.

The following tables show the results of the railway and of the Company's river steamers which work in connection with the railway during the year under review :—

YEAR.	Miles open.	Train Miles.	Gross earnings.	Expenses.	Profits.	PER MILE OPEN.			PER TRAIN MILE.			Percentage of working expenses.	Percentage of profits on total capital expended.
						Earnings.	Expenses.	Profits.	Earnings.	Expenses.	Profits.		
From 29th Sep. to 31st Dec. 1862	77½	31,009	Rs. 96,656	Rs. 53,731	Rs. 42,925	Rs. 1,239	Rs. 689	Rs. 550	Rs. 3 1 9	Rs. 1 11 8	Rs. 1 6 1	55.0	0.33
1863	110	223,317	8,32,922	408,380	429,542	7,572	3,667	3,905	3 11 8	1 12 9	1 14 19	48.4	3.06
1864	110	262,445	10,15,049	544,741	470,308	9,227	4,952	4,275	3 13 10	2 1 2	1 12 8	52.0	3.00
1865	110	324,611	13,15,424	661,987	653,437	12,285	6,018	6,267	4 2 7	2 0 7	2 2 0	48.9	4.10
1866	110	325,778	14,15,941	722,863	693,078	12,872	6,571	6,301	4 5 6	2 3 6	2 2 0	50.9	4.10
1867	113	354,460	16,19,833	788,971	830,862	14,542	7,977	7,465	4 9 1	2 3 7	2 5 6	48.7	4.4
1868	113	361,410	17,87,154	829,037	959,117	15,815	7,327	8,488	5 1 4	2 5 8	2 11 8	46.3	4.3
1869	112	365,337	18,11,994	912,291	899,703	16,178	8,145	8,033	4 15 4	2 7 11	2 7 5	50.3	3.2
1870	112	364,521	19,42,823	1,092,049	860,774	17,346	9,661	7,685	5 5 3	2 15 6	2 5 9	55.6	
1871	156	432,707	21,98,314	1,231,260	967,048	14,091	7,892	6,199	5 1 3	2 13 6	2 3 9	56.0	

	Earnings.	Expenses.	Deficit.	Profits.
<i>Contract Steamers.</i>	Rs.	Rs.	Rs.	Rs.
From February to December 1863	46,737	79,858	33,121	
Half-year ended 30th June 1864	1,552	8,276	6,724	
Steamer <i>Nepaul</i> from 5th April to 17th July 1866	16,490	34,100	17,610	
<i>Company's Steamers.</i>				
From 10th July to 31st December 1865	37,570	41,048	3,478	.....
For the year 1866	1,27,391	1,06,843	.....	20,534
For the year 1867	2,33,761	1,99,665	.....	34,095
For the year 1868	3,57,350	2,97,887	.....	59,463
For the year 1869	3,30,822	3,45,898	15,076	.....
For the year 1870	4,34,706	2,83,602	.....	1,51,104
For the year 1871	2,66,485	2,63,376	.....	3,109

The passenger traffic for the present year is compared with similar traffic for the past year in the following table:—

	NUMBER CONVEYED.		Increase in 1871.	Decrease in 1871.	Increase per cent.	Decrease per cent.	Average mileage, 1871.	RECEIPTS.		Increase in 1871.	Decrease in 1871.	Increase per cent.	Decrease per cent.
	1870.	1871.						1870.	1871.				
First Class ...	27,521	36,978	9,457	...	34.3	...	...	Rs. 42,727	Rs. 44,884	2,157	...	5.0	...
Percentage of on-tire traffic ...	2.1	2.5	.....	...	...	...	...	6.0	5.5	...	...	...	...
Second Class ...	36,399	50,113	13,714	...	37.6	...	...	26,362	28,744	2,382	...	9.0	...
Percentage of on-tire traffic ...	2.7	3.4	.....	...	...	...	...	3.3	3.5	...	...	...	...
Third Class ...	294,073	284,468	...	9,004	...	3.2	...	1,62,813	1,66,463	3,650	...	2.2	...
Percentage of on-tire traffic ...	22.2	19.0	.....	...	...	...	...	22.0	20.5	...	...	...	...
Fourth Class ...	903,076	1,075,077	196,999	...	11.0	...	...	4,77,961	5,60,197	91,236	...	19.0	...
Percentage of on-tire traffic ...	73.0	74.3	.....	...	...	...	...	67.3	70.3	...	...	...	...

It will be seen from the above table that the misfortunes of the line did not affect the passenger traffic, which increased. A large quantity of this is suburban, and an effort to encourage it has been made by granting season tickets. But the concessions are not great, and, so far as the first and second classes are concerned, are not highly appreciated. In the third-class, however, the sale of season tickets is gradually increasing. The explanation is probably the limited number of suburban residences suited to Europeans, and the facility with which third-class passengers can obtain suitable houses.

The following tables deal with the goods traffic. In the first table results of consecutive years are shown, and in the second table a statement is given of the principal commodities carried in and out of Calcutta.

	WEIGHT.		Increase in 1871.	Decrease in 1871.	AMOUNT.		Increase in 1871.	Decrease in 1871.
	1870.	1871.			1870.	1871.		
	Mds.	Mds.	Mds.	Mds.	Rs.	Rs.	Rs.	Rs.
General Goods ... { Up ...	527,563	278,373	.....	248,990	1,26,081	1,04,014	.....	22,067
{ Down ...	365,767	913,520	547,753	.....	2,38,726	3,20,801	82,075	.....
Special Goods ... { Up ...	477,099	284,273	.....	192,826	1,59,698	1,07,204	.....	52,494
{ Down ...	3,499,393	3,073,853	.....	461,540	9,82,415	9,47,915	.....	34,500
Coal ... { Up ...	463,629	312,055	.....	91,574	82,971	54,030	1,059	147
{ Down ...	1,133	467	.....	671	163	16	.....	.....
Railway Material ... { Up ...	417,402	277,062	.....	140,340	.....	.....	.....	.....
carried free ... { Down ...	125,721	176,130	50,409	.....	.....	.....	.....	.....
Total ... { Up ...	1,825,093	1,151,963	.....	673,730	3,38,750	2,65,248	.....	73,502
{ Down ...	3,992,919	4,127,970	135,951	.....	12,21,304	12,68,732	47,428	.....

	RECEIVED AT CALCUTTA.		Increase in 1871.	Decrease in 1871.	FORWARDED FROM CALCUTTA.		Increase in 1871.	Decrease in 1871.
	1870.	1871.			1870.	1871.		
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
Beer, spirits, and wines ...	44	140	96	.....	27,610	16,812	.....	10,798
Brassware ...	2,146	1,504	.....	642	22,410	16,900	.....	5,490
Chillies ...	21,798	38,410	16,621	.....	6,040	7,412	1,372	.....
Coal ...	1,138	481	.....	657	408,629	329,907	.....	82,682
Cotton ...	1,392	4,398	2,976	.....	4,772	5,873	1,101	.....
Dhal, gram, and other pulses ...	212,610	200,513	.....	12,297	23,911	11,038	.....	12,873
Flour ...	.....	.....	.....	.....	14,635	18,958	4,323	.....
Ghee ...	3,504	476	.....	3,028	1,038	1,294	256	.....
Gunny-bags ...	184,827	179,418	23,086	.....	1,430	1,552	122	.....
Hides ...	87,846	120,754	32,908	.....	.....	.....	.....	.....
Indigo ...	10,643	8,896	.....	1,747	296	1,006	.....	.....
Indigo seeds ...	3,984	724	.....	3,260	11,557	6,481	710	5,076
Jute ...	1,930,830	1,742,406	.....	188,364	4,366	4,336	870	.....
Linseed ...	162,761	168,392	5,631	.....	.....	210	210	.....
Mustard seed ...	398,682	826,479	427,797	.....	1,442	817	.....	625
Piece-goods ...	2,653	1,670	.....	1,083	250,845	206,836	.....	53,909
Rice ...	129,280	122,400	.....	6,871	4,419	3,458	.....	963
Salt ...	49	371	322	.....	52,020	46,278	.....	5,742
Seeds not otherwise classified ...	126,301	86,522	.....	39,779	2,333	2,585	197	.....
Sugar ...	161,224	155,242	.....	5,982	5,024	3,021	.....	.....
Tea ...	94,491	77,815	.....	16,676	71	93	16	.....
Tobacco ...	117,092	91,519	.....	15,673	541	1,400	859	.....
Turmeric ...	116,728	108,220	.....	7,508	.....	.....	.....	.....
Miscellaneous (exclusive of railway materials).	126,774	98,596	.....	28,178	561,713	154,490	.....	407,323
Total ...	3,866,297	4,037,089	.....	.....	1,408,236	.....	.....	.....

Owing to the abnormal state of the line, the comparisons are generally of little interest. A very remarkable traffic, however, was done in mustard seeds, which appears to have suddenly arisen and to have as suddenly subsided; for in the present year, 1872, there has been little of it. The subject, which is an interesting one, is not free from doubt. The traffic has been attributed to the springing up of an entirely new staple of trade from the eastern districts, which, owing to faulty treatment of packers and shippers, was at once almost extinguished, and it has also been thought probable that mustard seed, driven from the East Indian Railway, may have found its way by river over the Eastern Bengal Railway. The proportion in which either cause contributed to this exceptional traffic has still to be ascertained.

There were 6 persons killed and 3 injured, against 5 killed and 4 injured in 1870. The accidents to trains were as follows:—

Collisions ...	...	...	...	...	...	0
Leaving the line ...	...	...	...	...	...	2
Fire ...	...	...	...	...	...	0
Running over cattle ...	...	...	...	...	...	0
Other causes ...	...	...	...	...	...	0
Total ...	...	...	...	...	...	2

THE CALCUTTA AND SOUTH-EASTERN (STATE) RAILWAY.

The Calcutta and South-Eastern (State) Railway continues to be managed by Government through the Deputy Consulting Engineer as manager, and it has again paid something more than its working expenses. From its opening in 1862, it has paid its half-yearly

expenses but four times; once under private, and three times since it came under direct Government management in 1870. It has been more prosperous in 1871 than previously.

The goods traffic is confined almost entirely to firewood and hay, and the passenger traffic to people connected either with this traffic or with offices in Calcutta.

The prospects of the line are limited, and little more can be hoped for than that it should pay its way.

The following tables give details in respect of its past and present working:—

YEAR.	No. of miles open.	Train miles.	Gross earnings.	Expenses.	Deficits.	Profits.	PER MILE OPEN.						PER TRAIN MILE.				Percentage of working expenses.
							Earnings.	Expenses.	Deficits.	Profits.	Rs.	Rs. A. P.	Earnings.	Expenses.	Deficits.	Profits.	
1862 ...	15	18,960	27,750	35,608	7,858	...	1,852	2,378	526	...	1 7 5	1 14 1	1 14 1	0 6 8	...	...	128
1863 ...	23	21,683	47,328	62,032	14,704	...	2,058	2,691	639	...	1 7 11	1 15 4	0 7 5	...	...	...	131
1864 ...	23	43,166	77,352	1,05,971	28,639	...	2,762	3,785	1,023	...	1 9 8	2 3 2	0 9 6	...	...	...	137
1865 ...	23	62,723	10,895	1,24,552	15,656	...	3,891	4,443	557	...	1 11 9	1 15 9	0 4 0	...	...	...	114
1866 ...	23	59,946	1,15,293	1,36,731	21,438	...	4,117	4,864	767	...	1 14 9	2 4 6	0 5 9	...	...	...	118
1867 ...	23	60,976	92,920	1,24,198	31,278	...	3,318	4,435	1,117	...	1 8 5	2 0 7	0 8 2	...	...	...	134
1868 ...	23	41,038	87,578	1,03,131	64,553	...	3,138	5,453	2,294	...	2 2 3	3 11 3	1 9 0	...	...	...	173
1869 ...	23	31,916	80,786	1,17,579	36,793	...	2,895	4,199	1,314	...	2 8 6	3 10 11	1 3 5	...	...	...	145
From 1st January to 31st March 1870	23	8,731	22,068	22,519	451	...	783	804	16	...	2 8 2	2 9 0	0 0 10	...	...	...	102
For the official year 1870-71 ...	23	43,500	76,776	76,202	...	574	2,742	2,722	...	20	1 12 0	1 13 0	...	...	...	0 0 2	99
Ditto 1871-72 ...	23	35,016	79,308	72,027	...	7,281	2,832	2,572	...	260	2 4 3	2 0 11	...	...	...	0 3 4	908

	NUMBER CONVEYED.		Increase in 1871-72.	Decrease in 1871-72.	Increase per cent.	Decrease per cent.	RECEIPTS.		Increase in 1871-72.	Decrease in 1871-72.	Increase per cent.	Decrease per cent.
	Official year 1870-71.	Official year 1871-72.					Official year 1870-71.	Official year 1871-72.				
							Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Upper class ...	* 4'858	3,070	...	1,788	...	36'8	3,701	2,540	...	31,161	...	93'3
Percentage of entire traffic ...	2'3	0'91	...	...	...	...	7'2	...	...	...	...	...
Lower class ...	242'284	263,523	1,239	...	8'7	...	43'532	39,281	...	4,251	...	9'8
Percentage of entire traffic ...	97'4	78'50	...	...	...	...	84'7	...	...	...	...	...
Garden produce train ...	850	69,105	68,255	...	8,030'00	...	4,155	5,851	1,704	...	41'0	...
Percentage of entire traffic ...	0'3	20'59	...	...	...	...	8'1	...	...	...	...	...

The accidents to trains were as follows:—

Collisions ..	...	...	...	...	...	1
Leaving the line ...	...	...	...	...	...	0
Fire ...	...	...	...	...	...	0
Running over cattle...	...	...	...	...	...	0
Other causes ...	...	...	...	...	...	0
Total ...	...	...	...	...	...	1

THE NULHATTEE AND AZIMGUNGE (STATE) RAILWAY.

The Nulhattee and Azimgunge (State) Railway, on a 4-foot gauge, has been worked under the Oudh and Rohilkhund Railway Company, by means of a local manager, Baboo Ram Gottee Mookerjee.

It is believed to be the only line in India under the immediate direction of a native, and the results are very favourable to the management. The local manager is paid partly by salary and partly by a percentage on the gross receipts, so that he has a direct interest in the prosperity of the line. In a few years the working has improved from a loss to a net profit equivalent to more than 5 per cent. on capital outlay. The line has since been taken over by Government at a cost of £30,000. Its working continues to be most economical and successful. The Lieutenant-Governor, who has frequently travelled upon it, believes it to be an excellent specimen of what a cheap branch line in India ought to be, both as to construction, stock, management, and buildings.

The table below gives details of the working from the opening—

YEARS.	Average miles open.	Earnings.	Expenses.	Profits.	Average per mile open.			Percentage of working expenses.	Percentage of profits on capital expended.
					Earnings.	Expenses.	Profits.		
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
From 21st Dec. 1863 to 31st Dec. 1864 ...	27	52,088	25,460	26,628	1,929	946	980	48.8	3.3
For the year 1865 ...	27	57,507	36,392	21,115	2,129	1,347	782	63.2	2.6
Ditto 1866 ...	27	52,102	54,787	2,685	1,929	2,029	100	10.51	Deficit.
Ditto 1867 ...	27	63,118	43,432	19,686	2,337	1,608	729	68.8	2.4
Ditto 1868 ...	27	81,365	63,024	18,341	3,013	2,519	494	83.6	1.6
Ditto 1869 ...	27	84,585	50,464	34,141	3,153	1,868	1,285	59.6	4.2
Ditto 1870 ...	27	86,271	42,077	44,194	3,195	1,558	1,637	48.7	5.5
Ditto 1871 ...	27	77,875	45,219	32,656	2,884	1,675	1,209	58.0	4.08

There were no accidents on this line during the year.

NORTHERN BENGAL RAILWAY SURVEY.

In 1870 the Government of Bengal caused a trial survey to be made for a railway from Rampore Beaulah northwards through Dinagopore towards Darjeeling to Titalya.

Mr. Sidney Pearce, of the Eastern Bengal Railway, has also proposed a scheme of a line of railway. Starting from Sadamaree on the Oorasagur river, twenty-five miles north of Goalundo, the terminus of the Eastern Bengal Railway, with which place communication would be maintained by means of a steam ferry adapted for the transport of the vehicle stock of the two railways, it would run north-west between the channels of the Atrai and the Kurattee rivers, until it reached Hilee, where it would diverge to Rungpore and Dinagopore. The line north of Rampore Beaulah through Dinagopore to Titalya has been sufficiently examined, but there was need of further and impartial investigation as to the best route for a railway and its probable cost, should a more eastern direction be taken through richer districts, where existing means of communication are more difficult than they are in the western portions of Rajshahye. With the view of clearing up these points a survey was ordered to be conducted during the last cold season on the following principles laid down by the Government of India:—

- 1st.—That there is no likelihood of a bridge being built over the Ganges at or below Rampore Beaulah, and that an ordinary steam ferry should ply between the Eastern Bengal Railway and the terminus of the new railway, which should be on the margin of either the Ganges or Jaboona rivers, or on one of their large tributaries.
- 2nd.—That it should be left for future inquiry whether or no any extension of the Eastern Bengal Railway south of the Ganges is necessary, as a steam ferry will in all probability suffice for the transport of the traffic between a point on the existing Eastern Bengal Railway and the terminus of the new line.

3rd.—That railway extension north of the Ganges shall be on the metre gauge with light rails.

4th.—That the main end to be held in view is to provide an outlet for the rich agricultural products of the districts west of the Brahmapootra and north of the Ganges; that Bograh, as the most populous of those districts, should be served as far as possible, and that endeavours should be made to bring the towns of Nattore, Dinagepore, and Rungpore within the railway system.

5th.—That while local interests are held to be of primary importance, the probability of the ultimate extension of the railway to the banks of the Brahmapootra, so as to provide a rapid and certain means of communication with Assam, should not be neglected, and, similarly, access to the vicinity of Darjeeling should be considered, though it should not be left out of sight that Darjeeling may be approached by the East Indian Railway crossing the Ganges to Caragola Ghât, and thence by the existing road through Purneah.

Colonel H. Drummond, R.E., was appointed to the charge of the survey, and Mr. W. LeFleming Robinson, of the Bengal Civil Service, was appointed as civil officer to assist and inform the engineers in every way, and to ascertain exactly and report fully the productions and resources of every part of the country through which the railway might possibly pass. He was also to notice the extent to which produce of any kind is produced for export in each area, and the extent to which exportable commodities are likely to be increased when there are means of transport; also the times and circumstances in which the flow of traffic takes each particular direction, and the means and cost of transit; and he was to collect every possible information regarding existing means of communication and modes of transit from one place to another.

In the beginning of February 1872 Colonel Drummond examined the country from Rungpore to Bugwah *via* Olipore, a distance of 33 miles by the present road, and owing to the fact of the Brahmapootra at Bugwah being broken up into three channels by the formation of islands, and with the uncertainty of the river returning to a state at that point likely to be somewhat permanently favourable to the working of a steam-ferry, it was his opinion that it would not be advisable to construct a railway from Rungpore to Bugwah, and that the country trans-Teesta should be examined thoroughly, as far at least as Dhoobree, before it be determined to undertake so large and costly a work as bridging the Teesta in the lower part of its course.

Subsequently Colonel Drummond made an eye-survey of the country between Rungpore and Silligoree, and he indicated a line which should be surveyed in detail hereafter, if it were resolved to continue the survey work beyond Rungpore during the season.

The direction of this line was—

(1.) From Rungpore to Julpigoree.

(2.) From Julpigoree to the river Kurto towards Chukla Boda south-west of Julpigoree.

(3.) From Julpigoree to Silligoree.

There were two survey parties in the field—

(1.) Under Mr. Vigors, from Dhaparee to Nattore, and thence by two routes to Nattore, and thence south-west to Hilee.

(2.) Under Mr. Carter, from Sadamaree to Dinagepore, from Nischindapore to Silligoree, and thence south-east to Rungpore.

From Colonel Drummond's report of the 19th February 1872, it is gathered that Mr. Vigors' party had on that date surveyed as far as Nundbaree on the Jumoonah, and that Mr. Carter's party was at Hilee ready to commence work between that place and Dinagepore.

On the 24th February 1872 Colonel Drummond reported on a line from Rungpore to Titallya.

This line crosses nearly the whole drainage between the Rivers Teesta and Mahanuddy, and would be more expensive to construct and more costly to maintain than the line from Rungpore to Silligoree *via* Julpigoree. Colonel Drummond was inclined to think that both lines should be surveyed, if the field work could be completed by the end of April. If not, he advised that the line from Rungpore to Silligoree *via* Julpigoree should be surveyed, and also a section of the other line, *viz.* from Tengamaree to the right bank of the Kurto at Dabeegunge.

Colonel Drummond subsequently examined the country between Dinagepore and Maldah, and between the latter and Rajmehal; but he did not advise that any survey operations should be attempted during that cold season between Rajmehal and Maldah; but if the main stream of the Ganges returns again to the right bank under Rajmehal, and if there should be a reasonable hope of its remaining there, then he thinks it would be worth while to ascertain at what cost a line of light railway can be laid down from the left bank of the Ganges opposite to Rajmehal to some point on the Dinagepore road between Maldah and Gajole, and thence onward to Sumjhea on the Atraie, about ten miles to the south-east of Dinagepore.

The report of the survey parties was received after the close of the year. More than 1,000 miles of proposed and alternative railways had been surveyed; and it was reported that along any of these routes a narrow gauge railway could be constructed for about £6,000 a mile. The total distance from the Ganges to the foot of the hills was about 211 miles; the line recommended by the Local Government will cross the rich and populous districts of Pubna, Rajshahye, Bogra, Rungpore, and Dinagepore, especially the two latter, and it will tap Cooch Behar and the tea lands of Darjeeling and reach the Darjeeling hills. It will pass through districts the population of which varies from 400 to upwards of 600 to the square mile. The report upon the surveys was laid before the Government of India in September 1872.

THE IRRIGATION DEPARTMENT.

The Irrigation Branch of the Public Works Department in Bengal has charge of the construction, maintenance, and revenue management of all irrigation works, and of the greater part of the river embankments in Lower Bengal, viz. those in the 24-Pergunnahs, Midnapore, and Burdwan districts, and in the Orissa division. It is divided into three circles, comprising respectively the works in (1) Orissa, (2) Midnapore, 24-Pergunnahs, and Burdwan, and (3) Behar.

IRRIGATION SCHEMES IN COURSE OF EXECUTION.

Three irrigation schemes are in course of execution; of which the first, or Orissa scheme, has for its object the irrigation of about 1,400,000 acres of the delta lands of the three great rivers which fall into the Bay of Bengal between the Chilka Lake and Balasore, viz. the Mahanuddy, Brahminee, and Byturnee. It also includes the protection of these deltas from inundation by means of river embankments, and a complete system of navigable canals and drainage. Its estimated cost is £2,750,000.

The second or Midnapore scheme comprises the irrigation and drainage of about 200,000 acres of land, together with a navigable canal connecting the town of Midnapore and the rivers Roopnarain and Damoodah with the Hooghly and Calcutta. This canal was originally intended to form part of a continuous line of canal communication connecting the Orissa lines of canals and the Chilka Lake with Calcutta, but at present is being carried out as an independent work. It is estimated to cost £700,000.

The third or Behar scheme is intended to supply irrigation and navigation to about 2,000,000 acres of land in the Patna, Gya, and Shahabad districts, by means of a series of canals led off from the Soane, at an estimated outlay of £3,775,000.

The Orissa and Midnapore works were originally the property of the late East India Irrigation Company, by whom they were commenced in 1864. They were purchased by Government in 1869 for a sum of £1,148,235. The works on the Soane were also projected by the engineers of the same Company, but the scheme passed into the hands of Government before actual construction commenced.

A broad distinction is to be noted between the two schemes in Lower Bengal and that in Behar. The former are intended for the irrigation of districts which produce comparatively little besides rice. Their water-supply is derived from rivers which, though affording sufficient for the whole of the rice, or monsoon crop, fall very low in the dry season, and cannot be then depended upon for the irrigation of more than a very small part of the areas they command. In Behar the agricultural conditions perhaps more resemble those of the North-Western Provinces, about half the cultivated area being under rice which is grown during the rains, while a large portion is under winter

and spring crops, principally wheat, barley, and other cereals. There are also some valuable products, such as sugar, opium, indigo, &c. The dry weather discharge of the Soane, though less than that of the Himalayan rivers, is fully double that of the Mahanuddy, and it is calculated to supply water for a considerable area of cold weather irrigation. The rainfall in Behar is also less than in the coast districts, and averages 40 to 50 inches per annum, against 63 in Midnapore, and 50 to 60 in Orissa.

THE ORISSA SCHEME.

The Orissa scheme comprises (1) the works required for the control and proper distribution of the flood waters of the rivers Mahanuddy, Brahminee, and Byturnee, as well as of two smaller rivers, the Salundee and Kansbans; and (2) the supply of irrigation, navigation, and drainage, to about 2,800 square miles of country, comprising a culturable area of 1,400,000 acres according to the calculations of the engineer officers. Each of the larger rivers, at the point where, on entering its own alluvial plain from the high lands, it bifurcates or trifurcates, is to be spanned by weirs which will regulate the flood discharge, and distribute it among the several branches in the proportions suitable to their respective capacities. The want of these regulating works has been one cause of the inundations from which the Orissa deltas have so long suffered. This is especially true of the Mahanuddy, which for many years previous to the commencement of the works had been throwing an increasing and altogether undue proportion of its floods into its southern branch, the Katjooree, the head of which and of its principal branch, the Koakye, had been torn open to such a width as to carry off from the parent stream a volume of water about five times as great as its own channels could convey within their banks. The remaining, and by far the greater portion of the floods found vent by escaping over the surface of the country, which was submerged for days and even weeks together. In great floods hundreds of square miles of country are devastated in this manner, and the remissions of revenue on this account have been at least as frequent and as large as those on account of drought.

When the Orissa works were taken over by the state from the Irrigation Company, the three great weirs which regulate the heads of the Mahanuddy and its two branches, the Katjooree and Beropa, had already been constructed. These works are all in the immediate vicinity of the town of Cuttack, the safety of which had, for want of them, been for many years seriously imperilled by the uncontrolled violence of the floods. They are—

- (1.) The Naraje weir, which now regulates the discharge of the Katjooree. This work has a length of 3,600 feet between the abutments, and a height of $11\frac{1}{4}$ feet, and is connected with the head of the delta on which Cuttack stands by a massive embankment $2\frac{1}{2}$ miles in length.
- (2.) The Mahanuddy weir. This work has a length of 6,400 feet, and a height of 13 feet.
- (3.) The Beropa weir, 1,980 feet in length, and 10 feet in height.

These works are all built upon sand, and discharge in floods, with depths upon their crests of 11 to 19 feet, a volume of water equal to about 1,500,000 cubic feet per second. During the year 1871-72 they were maintained, as in previous years, in perfect order and security. Some partial damage, not yet ascertained, has occurred later in 1872.

From the great pool or basin formed by these dams are led off the main irrigation canals.

Those which were completed or in progress in 1871-72 were—

- (1.) The Kendrapara Canal, which follows the left bank of the Mahanuddy, and is the main line of communication between Cuttack and the Port of False Point. This canal was opened to tide water in 1869, and has already a considerable traffic. It will afford irrigation to about 130,000 acres, of which distributaries sufficient to command 60,000 acres were in operation.
- (2.) The High Level Canal, 1st section, which connects the Mahanuddy with the head works on the Brahminee, and will form the first link in the chain of canals connecting Cuttack with the Hooghly. In 1871-72 about 20 miles of this canal with distributaries for 40,000 acres were in use, and good progress was made towards the completion of the remaining 12 miles.
- (3.) The Taldunda and Machgong Canals, of which the upper reaches only, about 25 or 30 miles in length, were open for use. These canals are on the south bank of the Mahanuddy, and in 1871-72 afforded irrigation in a rough way (the distributaries being as yet very incomplete) for about 26,000 acres.

The principal works in progress on these canals in 1871-72 were—

- (1.) *Kendrapara Canal.*—The flood embankments were raised and strengthened in the lower reaches. Three temporary pile bridges were removed, and the masonry piers and abutments of the iron girder bridges which are to replace them were in great part completed; $81\frac{1}{2}$ additional miles of distributaries were constructed, making the total length of distributary channels under this canal $255\frac{1}{2}$ miles. A number of head sluices to such channels and 33 regulating falls and village sluices were also built.
- (2.) *High Level Canal.*—The section of this canal was considerably enlarged in the first 18 miles, and has now been cut to nearly its full width throughout. Syphon No. 9 together with the aqueducts over the Quoria and Emamnugger Nullahs was completed. The Emamnugger Lock, with its regulating fall and bridge, was also finished and opened for traffic. The masonry of two accommodation bridges was partially completed. The excavation for the terminal lock at Janapore, which will connect the canal with the Brahminee, was taken out, and the walls for the foundation sunk.

Additional distributaries aggregating 20 miles were constructed, making the total length under this canal $72\frac{1}{2}$ miles.

- (3.) *Taldundah and Machgong Canals.*—What remained to be done of the earthwork and turfing was completed. The locks at Birabuttee and Sonepore were completed and open for traffic. That at Taharpore was also nearly ready for use by the end of the year. A syphon culvert, 106 sluices and regulating drops were put in hand and mostly completed, and 156 miles of new distributary opened.

The next works to be noticed are: The *weirs on the Brahminee and Byturnee, with the 2nd and 3rd Sections of the High Level Canal.*

Provisional sanction for these works having been received early in the year, operations were commenced along the whole length of the line. The object of the weirs is the same as already described in the case of those on the Mahanuddy. The expenditure was chiefly confined to preparatory operations, construction of bungalows and other shelter for the establishments, and preparation of materials. A considerable amount of earthwork was nevertheless completed in both sections of the canal. A double line of wells was carried across the main branch of the Brahminee, and 1,275 lineal feet of wall built on them to a height of 3 feet. A commencement of well-sinking was also made in the

Pattea,* Byturnee, and Burha* weirs. The excavations for three of the head locks were completed, and the masonry commenced, and good progress made with the excavations and collection of materials for a number of syphon aqueducts and bridges.

The progress on the whole in these sections of the Orissa works was but moderate, the operations having been seriously checked by the almost constant prevalence of cholera during the working season, leading to frequent dispersion of the coolies and much disorganization of the working parties.

In the Pooree district the embankments of the rivers were maintained at an outlay of Rs. 40,663.

Leaving Orissa, the next works to be described are those in the *South-Western Circle, comprising the Midnapore and Tidal Canals, and river embankments.*

MIDNAPORE CANAL. -

The total length of the Midnapore Canal is 52 miles, of which 23 miles, comprising the three lower sections connecting the rivers Cossye, Roopnarain, Damooda, and Hooghly, were open and in use in 1871-72. The heaviest works in this canal are all in the upper section, and considerable progress was made with them. The weir across the Cossye at Midnapore is complete, with the exception of the tumbler shutters which it is proposed to add in order to maintain an increased supply for the canal in low stages of the river.

The locks, five in number, were all in course of construction, together with their falls. None were actually completed, but all were well advanced; and it is expected that in another year the canal will be opened for traffic from the Hooghly to Midnapore.

Much attention was devoted to the distributaries from this canal. About 101 miles, commanding 60,000 acres, were in use at the beginning of the year, but the want of small branch channels to

conduct the water to the villages lying off the lines of distributaries was much felt. Without such channels, experience had shown that accurate and economical distribution of the water was impracticable, and as there seemed to be no prospect of the villagers themselves making them, it was decided that, as an experimental measure, they should be made at the expense of Government throughout an area of about 50,000 acres in the upper reach of the canal. The step, however, proved an unpopular one. The people did not care for the channels, grudged the land which they occupied, and viewed their construction as a grievance. The channels were nevertheless completed by dint of very considerable exertion on the part of the Executive Officers, and have since proved of much value.

A commencement was also made with the works required for the surface drainage of the irrigable area, the object being to prevent the accumulation of rain water in the hollows and low lying lands, which, in a district with a rainfall of 50 to 60 inches, are often considerable, and in years of excessive rainfall cause serious loss of crops. These operations, however, excited the popular discontent still more than the construction of the village channels. The ryots more than once turned out and threatened the working parties with violent expulsion from their lands, and the drains were only completed by means of a compromise, which allowed the ryots carefully to bund them on both sides so as to prevent the escape of any water from their fields.

The truth is that neither irrigation nor drainage is as yet popular in Midnapore, though there are signs of an increasing appreciation of their value. Both will require to be carried out with judgment, and not to be forced upon the people when not clearly and immediately required. This point has perhaps not always been sufficiently attended to in times past.

TIDAL CANAL.

This canal connects the rivers Hooghly, Huldee, and Russoolpore, in the Hidgellee districts of Midnapore. It has a considerable traffic in grain, though as yet in a very imperfect condition. During 1871-72 some progress was made with three of the terminal locks, but the tides still have free access to the canal, and greatly obstruct navigation by the quantities of silt they deposit.

Surveys were in progress for the extension of the canal to Balasore and to the Metai River, a tidal affluent of the Byturnee, with a view of ascertaining the practicability and cost of a continuous line of tidal canal to connect the Orissa Districts with the Hooghly.

EMBANKMENTS.

The maintenance of the river embankments in Lower Bengal forms an important part of the duties of the Irrigation Department. In the districts bordering on the lower part of the Hooghly the cultivation of the lands is entirely dependent on the efficiency of these works, vast tracts of thickly populated country being below the level of high tides, and every part of the valley of the lower Ganges below the flood levels of the rivers. About 2,100 miles of embankments are

under the charge of the Irrigation Department, and mostly maintained at the expense of the State.

In 1871-72 they were kept in good order at an expenditure, including a number of new works, of—

			Rs.
Works and repairs	...	...	4,97,447
Establishment	...	...	1,89,660
Tools and Plant .	...	...	4,819
Total	...	...	<u>6,91,926</u>

The cost of establishments includes a large expenditure for guarding and patrolling the embankments, the utmost vigilance being required to prevent breaches being made by the villagers either to admit the flood waters of the rivers in times of drought, or to relieve flooded lands in times of heavy rain. The care of the river embankments is consequently one of the most harassing of the duties of this Department, the dry months being occupied in making up the embankments to proper height and section, and the rainy season in guarding them from the attacks of the villagers no less than of the floods. In times of drought a constant watch has to be maintained day and night, and this seldom avails to prevent cuts being made surreptitiously, benefiting small areas of crops at the expense of the ruin of much greater. A single breach in the embankment of the Cossye in the year under review inundated 36 square miles of country, completely destroying the whole of the crops.

Among miscellaneous operations under charge of the Superintending Engineer, South-Western Circle, may be mentioned observations of the phenomena of the tidal wave in the Hooghly, and experiments in the manufacture of cements from the limestones of the country.

BEHAR IRRIGATION SCHEME.

The works in progress are—

1. The weir across the Sone at Dehree, together with the head works of the two main canals led off from it.
2. A portion of the main canal on each side of the river.
3. The Arrah and Patna Canals.

The weir has a total length of about $2\frac{1}{2}$ miles between the abutments, and will have a height of 8 feet. The well-blocks of masonry which form the foundation of the upper or breast wall were sunk right across the river the previous year. In 1871-72 those for the second wall were also sunk, a low wall of masonry was carried along the top of the upper course to a height of $2\frac{1}{2}$ to 3 feet, and the space between the two walls was filled in with loose rubble stone. Good progress was also made with the under and head sluices at both flanks of the weir, and with the head locks. The operations were much hampered throughout the working season by the unusually large volume of water in the river, which caused much difficulty and heavy expense in dams and pumping, and obstructed the progress of the railway which had to be laid across the whole width of the river-bed. The stone is brought a distance of 7 miles from quarries on the left bank, and is the material chiefly used, though brick was substituted for it in some of the wells.

Four locomotives and 200 wagons were employed, conveying from 8 to 10 trains of stone per day, each train consisting of 20 wagons carrying 2,000 cubic feet; 1,000 tons of stone were thus deposited daily in the river bed. The total quantity of stone carried in the season up to the end of March was 930,000 cubic feet; 11,000 wells were sunk by means of Fouracres' Excavators, 112 of which were in constant use; 400,000 cubic feet of masonry were laid up to 31st March; 6,650,000 cubic feet of sand removed, and 31,384 cubic feet of dressed and squared ashlar prepared in the quarries. The expenditure was about 2½ lakhs.

The other important works in progress were—

- 1.—*The Western Main Canal.*—This is in progress for a length of 22 miles. The earthwork is well advanced, 38,000,000 cubic feet having been executed during the year. Five large and important bridges were also under construction, and a large syphon at the crossing of the Kao nullah, which has proved a work of great difficulty and expense.
- 2.—*The Arrah Canal.*—This canal, 70 miles in length, is intended to afford irrigation to 430,000 acres. It was commenced in the cold weather of 1871. Ground was broken over a length of 50 miles, and 50,605,000 cubic feet of earthwork, or one-fourth the whole quantity, executed up to end of March. Large quantities of building materials were also collected.
- 3.—*The Eastern Main Canal.*—The earthwork of the first 8 miles of this canal has been completed to a bottom width of 60 feet, viz. one-third of the full width which is eventually to be given.
- 4.—*The Patna Canal.*—This canal will connect the Soane with the Ganges near Patna, and will supply irrigation for 390,000 acres. Its length is 84 miles; 25,217,000 cubic feet of earthwork were executed, and good progress made in preparation of building materials.

On the whole the progress made with the works of the Soane scheme was most satisfactory, and reflected the highest credit on the Superintending Engineer and his Executive Officers. A large amount of labour was employed, the numbers varying from 15,000 to 40,000 during the working season.

OUTLAY.

The outlay in the Irrigation Branch of the Public Works Department in 1872 was as follows:—

PARTICULARS.	Original Works.	Repairs.	Tools and Plant.	Establishments.	Total.
<i>Irrigation Works.</i>	Rs.	Rs.	Rs.	Rs.	Rs.
Chargeable to Capital ...	25,56,708	...	1,65,744	6,76,644	33,99,096
Ditto to Revenue ...	...	2,14,087	2,874	1,05,882	3,22,843
<i>Embankments.</i>					
Chargeable to Outlay for which no Revenue or Capital Account is kept.	2,07,998	2,89,449	4,819	1,89,660	6,91,926
Total ...	27,64,706	5,08,536	1,73,437	9,72,186	44,13,865

The cost of establishments includes a large sum for surveys and maintenance not properly chargeable to Superintendence.

The total outlay on irrigation works in Bengal from the commencement up to the end of 1871-72 has been as follows, including the purchase-money paid for the Orissa and Midnapore works.

WORKS.	Cost of Land.	Construction.	Establishment.	Tools and Plant.	Miscellaneous.	Total.	REMARKS.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Orissa Scheme	2,92,566	51,28,009	22,12,748	10,40,973	22,07,727	1,08,82,023	
Midnapore „	4,17,603	30,72,514	12,12,644	5,96,432	7,72,437	60,71,630	
Behar „	3,65,800	20,35,193	7,74,565	7,38,636	2,57,700	41,71,894	
Grand total ...	10,75,969	1,02,35,716	41,99,957	23,76,041	32,37,864	2,11,25,547	

REVENUE.

The revenue-paying canals in Bengal are at present confined to Orissa and Midnapore, the canals on the Soane not being yet far enough advanced to supply irrigation. The revenue is derived mainly from two sources: the rates charged for water supplied for irrigation, and the tolls levied on the boats navigating the canals. Of these the water-rates are looked to as the main source of revenue, but up to the present time they have never reached an amount much in excess of the receipts from navigation, and, in fact, have scarcely paid the expenses of collection. This fact sufficiently indicates the low degree of development which irrigation has yet attained in Bengal, and this is mainly owing to a want of appreciation of the value of water on the part of the cultivators, the available supply even in the present condition of the canals being out of all proportion to the demand. Other causes tend to produce the same effect, such as the mode of collection by the zemindars of Midnapore, where the Permanent Settlement prevails, and the fears entertained by the ryots both there and in Cuttack (which is under a 30 years' settlement) of an enhancement of the land rent by the zemindars on the ground of increased productiveness due to irrigation; but, upon the whole, the main cause of the backwardness of the people to avail themselves of the advantages of irrigation is a doubt as to its value at the price charged for it, and a disposition to resort to it only to save their crops when the rains fail, rather than as a means of increasing the productiveness of the soil.

When the Irrigation Company, by whom the works were commenced, were first in a position to offer water to the cultivators, they demanded a rate of Rs. 5 per acre, a price which, there can be no question, was altogether in excess of its value in the then state of prices and of practical acquaintance with the use of water for irrigation among the cultivating classes. Even now, when irrigation is to some small extent

appreciated by some of the people, such a rate would be perfectly prohibitory. It is as high as that charged in the Madras districts, where irrigation is thoroughly understood, where the rainfall is only half what it is in Bengal, and where the price of rice is nearly double. To this fundamental mistake, and to a defective system of revenue management, must be attributed much of the financial failure which has hitherto attended irrigation in Bengal. The rate first demanded being refused by the cultivators, the Company were next obliged to lower their demand. The ryots still refusing the water, they and the Government after them were compelled to lower again, and so for the past six or seven years the process has gone on very much after the manner of a Dutch auction, the Company and their successors putting up the water for sale at a certain rate from year to year, and the ryots beating them down to a lower, until at last, in Orissa, a rate has been reached only one-fifth of that originally demanded.

From the causes above mentioned the extent of irrigation in both Midnapore and Orissa continued to be very small up to 1869-70. In that and the previous year it was stated to be—

			1868-69.	1869-70.
			Acres.	Acres.
In Midnapore	...	...	3,111	14,792
„ Orissa	...	...	13,868	14,740
Total	...	...	16,979	29,532

But there is great reason to doubt whether these figures, which are taken from the annual returns, do not considerably exaggerate the area of really assessable irrigation, as the whole revenue was not collected and large remissions have had to be made in the demands based upon them.

In 1870-71 a deficient rainfall, concurrently with a reduction of the rate in Orissa to one rupee per acre, led to a certain increase in the demand for water, and to a yet greater expansion in the areas irrigated as reported by the revenue officers. According to the returns received month by month 12,200 acres were irrigated in Cuttack, and 50,000 in Midnapore. The revenue for the year was estimated by the Canal Revenue Superintendent at Rs. 2,07,000, and though there was a steady and ominous reduction of this estimate as time wore on, the final estimate by the Superintendent at the commencement of the last month of the year was Rs. 1,00,000. There was a natural revulsion of feeling in regard to the prospect of the canals; hope took the place of despondency, and it was reasonably believed that the reluctance of the cultivators having at last been overcome, they would continue in future to take the water on a great scale. Irrigation had, it was thought, struggled through its first difficulties, and an era of financial prosperity had set in.

The Canal Revenue Department was at this time organized in the following manner:—

The Superintendent, a young officer of the Civil Service, had charge of the whole, and was placed under the immediate orders of the

Irrigation Department of Government and the Chief Engineer, and in a position of entire independence of the local revenue officers in the irrigated districts and of the Commissioners and Board of Revenue. He was vested with the powers of Collector and Magistrate, and his decisions in revenue matters were final; no appeal from them lay to the Commissioner or any superior officer.

The Superintendent had under his orders three deputies, one of whom had charge of the irrigation in Midnapore, and the others of that in Cuttack. There was also a subordinate staff of zilladars, or supervisors, and patrols.

The duties of the department so constituted were the detailed distribution of water, the assessments and collection of water-rates and other miscellaneous canal dues, the enforcement of the canal rules, and punishment of offences against them.

As already stated, the year 1870-71 closed with the prospect of a good revenue and with cheerful anticipations for the future. But these hopes were destined to be soon dispelled. Early in 1871-72 the Controller reported that the actual collections on account of the irrigation of the previous year were only Rs. 59 in Cuttuck, and Rs. 11,000 in Midnapore. It became evident that the Canal Revenue Superintendent was meeting with great difficulty in collecting the water-rates. There was an unaccountable want of explanation of the cause, and extreme delay in the submission of his returns. Further inquiry revealed the fact that scarcely any of the irrigated areas had been measured while the crops were on the ground, that the measurements were then in progress months after all traces of water or crops had disappeared, and that the assessments were disputed at every step. Complaints of oppression and false assessments appeared in the native papers, and reached the Government from other sources, and at last, in the months of July and August, the Commissioner reported that the whole population in the irrigated tracts of Orrissa were in a state of extreme alarm and irritation at the proceedings of the Canal Revenue Authorities; that wherever he went he was followed by a howling mob of ryots representing their grievances; that there could be no doubt but that in many instances there was good cause for these complaints; and that the procedure adopted by the Canal Revenue Superintendent, in assessing and levying his rents, was such as could not fail to result in serious and widespread injustice.

Measures were taken to arrest these evils. The Revenue Superintendent, who had previously been quite independent of the Commissioner, was placed under his orders, and instructions issued which had the effect of removing the most serious and obvious grounds of complaint. Full information was called for, and by degrees obtained, as to the actual condition of the canal revenue, whence it appeared that owing to the water having been given in many instances without written application or lease, to the defective character of such leases as were given, and to the failure to identify, measure, and assess the irrigated areas while the crops were on the ground, the assessments had been and were being made in a wholesale and haphazard manner, which of necessity involved much individual wrong, and that, if justice were to be done, a great part of the original demands

would have to be abandoned. It became clear that water-rates had been assessed, not with reference to any agreements to take the water, but on all lands which were supposed to have got it, whether the holders had asked for it or not. The Superintendent had let the water run, and his estimate of revenue was founded on a mere rough and conjectural estimate of the area which it had washed. It was at once evident that the sacrifice of revenue would be considerable, but it was hoped that a substantial portion at least of the original estimate would be realized. The Commissioner was ordered to deal with all objections to assessment in a liberal spirit, but to insist upon the just dues of Government wherever reasonable proof of indebtedness was forthcoming, and detailed instructions applicable to a variety of cases which gradually came to light were issued from time to time. The officer who had held the appointment of Revenue Superintendent was removed and another appointed in his place, whose duties were for months almost wholly confined to the settlement of disputed claims. The labour involved in the disposal of these was enormous. Appeals against the original assessment poured in in great numbers, and each required a local inquiry and decision after all tangible means of proof had disappeared. The leases were found to be worthless, having as a rule been executed by either a zemindar or some person possessing no property or interest in the lands affected, and containing merely a promise to pay at a certain rate for any land that might be shown to have been irrigated. Proof upon this point had to be adduced, in all disputed cases, for every field. It had to be proved that the field received water in proper time, in sufficient quantity, and by the free consent or at the actual request of the cultivator. But as it was open to the cultivators to dispute each of these points, and as for the most part all possibility of proof was gone, there could, in the majority of cases, be but one decision. The only witnesses on the part of the Revenue Authorities were the patrols or zilladars, who, though they could affirm that certain large areas, miles in extent, received water in a general way, could not possibly swear to individual fields, and when pressed almost invariably refused to do so. Hence almost every case when brought to the test of actual proof collapsed. Demand after demand had to be abandoned, and in the end the actual realizations in the year 1871-72 on account of the irrigation of the previous year amounted to only Rs. 17,725 out of an original demand of Rs. 1,29,819. There remained a further balance outstanding at the end of the year of Rs. 18,272, and of this it is thought half may perhaps be collected.

Of the amount remitted, Rs. 43,000 was on account of a reduction from Rs. 2-8 to Re. 1 of the demand originally made for water supplied subsequent to 10th August, as it was considered that sufficient measures had not been taken to make the ryots generally aware that the higher rate would be charged after that date. Of the remainder, Rs. 12,727 was the demand for areas which were proved not to have received water, and Rs. 42,185 was struck off as unsupported by any legal proof whatever.

How much of the demands thus abandoned represented the water-rates for irrigation actually and voluntarily received, and how much those for water never supplied, or not with the free will of the

receiver, can never be known. On the one hand, there can be no doubt that many took advantage of the lax system of distribution and assessment to repudiate claims which were legally due, while on the other it is certain, from the wholesale manner in which the water was allowed to run, and from the entire absence of village or field channels, that it must have flowed over large areas, the cultivators of which would have refused it if it had been offered them at the rate charged, especially since rain soon followed the drought which had led to the original demand. It is more than probable, too, that the areas actually irrigated were greatly exaggerated. The monthly returns were merely estimates formed by calculating the length and breadth in miles of certain areas over which the water was believed to have flowed, and allowing an average of 400, 500, or 640 acres to the square mile, as might to the Revenue Superintendent seem most probable. The revenue legally due was certainly very much less than the estimates and assessment of the Superintendent at first made it appear, and if much even of this was of necessity sacrificed, it was so only in deference to the paramount claims of justice and right. If some of the cultivators evaded payment of the just dues of the state, there can be no doubt that many more were saved by the prompt interference of Government from paying for what they never received, subsequent inquiries having shown that in almost every village in which contested claims for water-rate have been investigated, fields were assessed which are not even *now* irrigable, though the means of distribution have since been greatly improved.

In Midnapore the revenue management was more successful, as is shown by the amount, nearly Rs. 15,000, collected, though even there considerable remissions had to be made.

The result, then, of the irrigation and revenue management of 1870-71 was most disappointing; but it served at least to point out the defects of the system which had previously prevailed, and to indicate the direction in which reform was most needed.

IRRIGATION OF 1871-72.

Passing on to the irrigation of 1871-72, it is to be noted in the first place that the year was one of excessive rainfall in the Midnapore district, 64 inches having fallen in the rice season, which is only 8 inches less than the quantity usually reckoned to be sufficient thoroughly to mature the crop. It was not to be expected, under such circumstances, that there would be much demand for canal water: 5,233 acres were nevertheless irrigated at rates varying from Rs. 1-8 to Rs. 2-8. Of this area, 2,300 acres were watered under leases executed for a term of five years, at rates which were gradually to increase from Rs. 1-8 to Rs. 2-8. Similar leases for about 20,000 acres had also been given in Orissa, but were subsequently found, like those in Midnapore, to be so loosely drawn up, and so destitute of any security for the fulfilment of the conditions which they contained, that they were, at the request of the Revenue Superintendent, cancelled.

In Orissa the rainfall was more moderate, and did not exceed 44 inches between 1st May and 30th September. There were also one

or two long breaks of fine weather during which the rice crop was in many parts in considerable danger. In September and October especially the drought lasted so long that serious anxiety was felt for the safety of the crop, which, in some of the high lands, actually perished. The people nevertheless continued for the most part to refuse the canal water at the rate of Rs. 2-8, at which it was offered, and when early in October a reduction to Rs. 1-8 was allowed, it was availed of to the extent of 7,000 acres only. The total area irrigated was returned at 28,615 acres, but this was a mere estimate made in much the same manner as before described, and the really assessable area was considerably less.

The length of canals and distributaries open for irrigation in 1871-72 was nearly the same as in the previous year. The areas commanded, that is, irrigable after a rough fashion, without village or field channels, were—

In Orissa—

			Acres.	Acres.
Kendrapara Canal	...	...	60,000	
High Level	„	...	40,000	
Taldunda	„	...	13,000	
Machgong	„	...	13,000	
				128,000

In Midnapore—

Midnapore Canal	...	...	50,000	
Tidal	„	...	10,000	
				60,000
Grand Total	...	...		188,000

The actual area, however, in a condition to receive assessable irrigation, *i.e.*, furnished with the means of distributing the water with the precision necessary for the purpose of assessment, was probably not above 100,000 acres.

The revenue and expenditure for the year was—

ORISSA.

Receipts—

			Rs.
Water-rates	...	...	17,915
Miscellaneous receipts	...	...	11,170
Total	...	...	29,085
Cost of Canal Revenue Establishment	...	...	42,915
Deficit	...	...	13,830

MIDNAPORE.				Rs.
<i>Receipts —</i>				
Water-rates ...	...	...	...	23,275
Miscellaneous receipts	...	...	...	4,545
Total				27,820
Cost of Canal Revenue Establishment	...	...	...	9,329
Balance				18,491

The cost of Revenue Establishment in Cuttack was made up as follows:—

				Rs.
Revenue Superintendent and Office Establishment	...	...	...	13,770
Kendrapara Canal ditto	...	...	...	7,873
High Level Canal ditto	...	...	...	4,629
Taldunda and Machgong Canals	...	...	...	3,279
Total Permanent Establishment	...	...	...	29,551

<i>Measuring Establishment—</i>				Rs.
Revenue Superintendent	...	...	...	1,380
Kendrapara Canal	...	...	...	3,668
High Level ditto	...	...	...	3,140
Taldunda and Machgong Canals	...	...	...	332
Total				8,520
Grand Total				38,071

NAVIGATION.

The returns from navigation in the different canals have from the first been much more satisfactory than those for irrigation. In the year 1871-72 they were as follow:—

Names of Canals.	Number of Miles open.	Number of Boats including empties.	Tonnage of Boats.	Value of Cargo.	Tolls collected.
				Rs.	Rs. As. P.
Midnapore ...	24	19,931	57,421	41,70,215	12,754 1 9
Tidal ...	26	8,586	40,431	9,71,914	13,924 9 8
Kendrapara...	42	4,863	30,269	29,81,460	12,291 6 3
High Level ...	37	774	3,967	1,06,273	1,265 7 0
Taldunda ...	25	2,120	37,740	55,630	2,948 0 0
Machgong ...	15	28	168	1,667	19 0 6
Total ...	169	36,302	169,984	82,87,059	43,202 9 2*
The corresponding totals for 1870-71 ...	.....	26,811	214,386	1,28,50,000	42,350 0 0

* Of which Rs. 5,507 were on account of Government stores and materials.

Omitting empty boats and boats carrying Government stores, the number and tonnage of the remainder, *i.e.*, of those carrying private goods only, was in excess of that for the previous year, as will appear from the following abstract of the traffic in private goods on all the Canals of Orissa and Midnapore in 1871-72 :—

PRIVATE TRAFFIC.

Statement showing the number of boats, class of goods, tonnage and value of cargoes, and tolls levied on all the Canals in Orissa and Midnapore in 1871-72.

Class of Goods.	Number of Boats.	Tonnage of Cargo.	Value of Cargo.	Tollage.	REMARKS.
			Rs.	Rs. As. P.	
Articles of food	7,394	74,599	25,00,539	16,400 9 2	
Stimulants	663	5,566	3 39,487	1,273 0 0	
Clothing	789	4,899	9,77,939	619 0 0	
Staples of manufacture	1,768	17,966	28,11,059	2,993 0 0	
Building materials	737	5,009	39,393	956 0 0	
Live stock	28	157	5,535	24 0 0	
Fuel	662	11,120	76,103	1,540 0 0	
Cooking utensils and other domestic implements	447	3,122	52,133	437 0 0	
Miscellaneous	1,856	9,945	12,98,425	1,759 0 0	
Total	14,344	132,383	81,00,613	26,001 9 2	
The totals for the previous year were	12,680	128,317	1,20,03,966	27,651 10 6	

The valuation of goods in this table is not entitled to much confidence, being a mere estimate. The diminution as compared with the previous year is probably due to the fall in prices of produce owing to an abundant harvest, and to the falling off in the quantity of silk carried on the Midnapore Canal due to diminished production caused by the excessive rains.

The revenue accounts of the Orissa and Midnapore schemes for the year 1871-72 stand thus :—

REVENUE ACCOUNT,—ORISSA PROJECT.

For the year 1871-72.

RECEIPTS.			EXPENDITURE.		
Particulars.	Amount.	Total.	Particulars.	Amount.	Total.
	Rs.	Rs.		Rs.	Rs.
Water-rates	17,915		Cost of maintenance and repairs	1,45,595	
Navigation	14,867		Revenue	44,600	
			General	31,565	
Miscellaneous	11,170		Tools and Plant	3,574	
Deficit ... ..	.....	45,952	Profit and loss	610	
		1,81,902			
Total ... ..	.....	2,25,944	Total ... ..	.....	2,25,944

REVENUE ACCOUNT,—MIDNAPORE PROJECT.

For the year 1871-72.

RECEIPTS.			EXPENDITURE.		
Particulars.	Amount.	Total.	Particulars.	Amount.	Total.
	Rs.	Rs.		Rs.	Rs.
Water-rates	23,275		Cost of maintenance and repairs	67,882	
Navigation	26,689				
Miscellaneous	4,545				
		54,509	Revenue	12,783	
			General	17,034	
Deficit ... ..	.....	43,190			
					97,699
Total ... ..	.....	97,699	Total ... ..	.....	97,699

REFORM OF THE SYSTEM OF REVENUE MANAGEMENT.

The history of irrigation in Bengal in 1871-72 would be incomplete without some notice of the discussions to which the failure of the previous system of revenue management gave rise, and of the changes which have subsequently been introduced. When it became evident that the extent of *bonâ fide* voluntary irrigation in 1870-71 had been greatly exaggerated, and that there were really no more signs of the general adoption of irrigation by the people than before, its success under any system which left it optional with the cultivators to take water or to refuse it began again to be doubted, and compulsory rating was recommended by some authorities as the only effectual way of dealing with the case. The Commissioner of Orissa, Mr. Ravenshaw, who had previously held this view, brought it again before the Government, and urged it with much force. He maintained that the imposition of a light water-rate upon all *bonâ fide* irrigable land, to be collected and paid by the zemindar, would be more acceptable to the people, and more profitable to the State, than any system based on the voluntary principle could be; that it would involve less interference and less harassment of the cultivators by the revenue officials, and would be much less costly to work; while the Ooriya ryot, finding the payment of the rate inevitable, would resign himself to his fate, take the canal water, and having in the course of a few years learnt by experience its value, would willingly pay for what he had previously so obstinately refused. Mr. Ravenshaw proposed to begin with a rate of Re. 1 to be fixed for five years, to be afterwards raised to Rs. 1-4, and so to rise by gradual increments to a maximum of Rs. 2, which was not to be exceeded during the currency of the present settlement.

Mr. Schaleh, Senior Member of the Board of Revenue, supported Mr. Ravenshaw's views. He argued that there were in the case of Orissa special reasons for the introduction of such a compulsory

rate. The necessity for the works which would afford protection to the Orissa deltas from the alternate droughts and inundation from which they had so long suffered had been amply demonstrated. The cost, however, would be great, not less than 3 millions sterling, and it would be unfair to cast the burden of payment of the interest upon the taxpayers of all India who had already borne a heavy annual loss in remission of revenue in past years, besides the enormous expense of the famine of 1866. If, therefore, the Oriya ryots were too ignorant and prejudiced to avail themselves of the irrigation offered to them, it was only just that they should be made to contribute by means of compulsory assessment the cost of works constructed for their exclusive benefit. Nor would such a measure be unpopular. A case in point, Mr. Schalh argued, was before the eyes of Government. "When the supply of wholesome water for the town of Calcutta was under consideration, the native inhabitants were unanimously of opinion that the measure was not required, and that they would never use the water. A compulsory rate was very wisely imposed, and the result has been that within two years of the completion of the water works the natives are loud in their praise, fully appreciate the blessings they conferred, and are more active in introducing the water into their houses than even the Europeans." Mr. Schalh would, however, with the Commissioner, make it an imperative condition antecedent to the imposition of a compulsory rate, that complete arrangements should be made for the supply with water of the entire area, that its drainage should be thorough, and that no charges should be made for any portion of the area for which the water-supply might prove from any cause insufficient.

In opposition to the views of the Commissioner and Mr. Schalh, the Collector of Cuttack strongly urged that the voluntary system had not as yet had a fair trial, that its failure was due solely to mismanagement, and not to any intrinsic defects or unsuitability, and that the causes of its ill success were patent, viz. an entire absence of fixity of rates and of any uniform principle of sale of water and assessment, and an unfortunate attempt to force irrigation in advance of proper means of distributing the water, and of popular appreciation of its value. Remove these defects, Mr. Macpherson urged, and very different results might be expected. Give the system time, and there was no reason why it should not succeed. Past results were no criterion for the future. Give the system at the least a fair and sufficient trial before abandoning it. Make the arrangements thoroughly efficient, correct the mistakes of the past, and then, after a certain period, if the people still obstinately hold back, a compulsory rate might be thought of.

With respect to a compulsory rate, Mr. Macpherson observed:—"While allowing all the advantages to Government, possibly also in an indirect way to a portion of the people themselves—and I will merely say that I do not think it would be a just or a politic measure—it must be remembered that compulsory once, it is compulsory always. Government might impose now a light rate to which no violent outcry would be raised, but it assumes the responsibility of raising this rate from time to time in a compulsory way till it reaches a standard which is thought sufficient; this is no light responsibility."

A third proposal was brought forward by the Chief Engineer, who advocated the imposition, not of a water-rate to be paid whether water was taken or not, but of a rate which should represent the actual *bonâ fide* benefits conferred upon the people by the works, irrespective of habitual irrigation, viz. protection from inundation, security against famine or scarcity, drainage, cheap carriage to good markets, a complete system of internal water communication, and an unfailing supply of good water. The ryot who refused canal water in ordinary years, and only resorted to it in seasons of exceptional drought to save his crop, was nevertheless, it was urged, in enjoyment of all these other collateral advantages. To let him go untaxed, and to throw the whole charge upon his more intelligent neighbour who made a regular practice of irrigation, would be inequitable. Advantages enjoyed by all, should be paid for by all: common justice required that the whole burden should not be thrown upon one particular class. The charge for interest and maintenance ought, the Chief Engineer considered, to be met from two sources; one a general rate upon the land proportioned to the increased value conferred upon it by security from inundation and from all extraordinary risks of season, by drainage, and by increased value of produce, and the other a special rate to be levied only on the lands for which water is taken regularly from year to year. All the benefits of both the compulsory and voluntary system would in this way be obtained. The general and compulsory rate would represent only value actually received, and the sale of water for regular irrigation, that is, for the purpose not merely of insuring the safety of the crops, but for increasing their yield, would be a matter of perfectly free contract. This plan was proposed as the only method of securing to the State its just dues without risk of individual injustice.

Some decision between these contending theories of taxation was urgently called for. The existing system of canal revenue management had utterly broken down, the next irrigation season was approaching, and it was absolutely necessary that some measure should at once be introduced which should at least meet present necessities, should restore confidence, allay irritation, and put an end to the state of chronic antagonism between the people and the Irrigation Department which previous mismanagement had engendered.

The test of what was immediately practicable soon decided between the claims of the rival systems.

It was apparent that a compulsory rate in any form could not be at once imposed, as in no part of the irrigable tract had the works reached anything like such a stage of completeness as would be a preliminary essential to the introduction of such a rate, nor were they likely to be in such a condition for some years. Nothing therefore remained but to give the voluntary system a further trial.

In a minute dated 12th December, the Lieutenant-Governor reviewed the whole question, pointing out in the first place that any hopes which the supposed successful progress of irrigation in the previous year had engendered of the speedy realization of a remunerative income from the works must be abandoned, and setting forth the true state of the case and the system of management which had led to it. His Honor remarked—"I sincerely hope that the Orissa canals may some day pay

their way, and there are already some hopeful signs, but I must state distinctly that the facts do not yet warrant the sanguine view which has been taken. To show how far the reality has fallen short of the expectation, I need give but one or two figures. Excluding navigation, &c., the irrigation receipts for 1870-71 ought, according to the calculations made, to have been upwards of £20,000. The actual receipts from the Orissa canals for the irrigation of 1870, collected up to 31st March 1871, (when the money was all over-due) was Rs. 59, or say £6. The smaller Midnapore canals gave about £1,100 for 1870-71; and there were arrear collections of former years, about £140 in Orissa and £1,500 in Midnapore, making the total collections about £2,800 in all, of which far the greater part was in Midnapore. To be precise, the total of irrigation collections in Orissa (comprising by far the largest and most important canals, and those which afford the greatest supply of water) including arrears, was Rs. 1,498-3-4 in the financial year 1870-71.

“A good deal of arrear collection will be made in the present year long after the money is due, but nothing like the sum expected in the previous year.”

His Honor then thus spoke of Mr. Kirkwood's proceedings:—

“It now turns out that his statements showing the successful progress of irrigation were in a sense fictitious; that is to say, by far the greater portion of his figures represented, not irrigation which, the people had agreed to take and pay for, but the area which in the exercise of a despotic power he imagined that he could call on them to pay for. The system was supposed to be entirely one of voluntary agreement, but the *bonâ fide* agreements covered but an insignificant fraction of his area. For the greater part he had no agreements at all; some agreements were for large areas with persons who were not properly qualified to make them, and which fell to the ground; and where he had agreements, it was for no definite area, but for an area to be afterwards measured and ascertained. He explains that when people were willing to take water he opened the sluices and let a gentle flow run over the fields; that it necessarily followed that the fields of those who had not applied for water got it as well as those who did, and that they were equitably chargeable; that much of the water escaped into natural channels and flowed away to places where it benefited distant villages or field tanks. As respects charging for water, he considered that he had a ‘discretion;’ he ‘followed no undeviating rule’ in regard to, assessing the land irrigated or supposed to be irrigated or benefited, ‘but regulated my actions in accordance with the rainfall, the weather, the desirability of water, the use made of it.’ It now turns out that his measurements and assessments on these very loose and general principles were not made till the crops supposed to be benefited were reaped and long off the ground; so much so that the assessments for the rains of 1870 are not yet nearly completed, and 4,000 disputed cases remain to be decided in Orissa. His irrigation statements were mere estimates of the areas which he thought he might make chargeable under this loose system, and when his collections had got hopelessly into arrear and difficulty, instead of reporting the matter, he tried to retrieve

his position and justify his estimates by pushing assessments based on no sufficient data. He not only attempted to ascertain and charge for all land which was supposed to have got water in any sort of way (long after all tangible evidence had disappeared), but went the length of attempting to measure up and charge by bulk water which was supposed to have got into tanks from the canal, and to estimate the benefit received when the water was said to have been mixed with rain water. The result of all this was, that he got involved in endless and irritating disputes with the people, and collected very little revenue.

"It is fair to Mr. Kirkwood to add that instructions issued in the Irrigation Department in October 1869 do seem to have given some colour of authority to his system, since he was told to take special care that every acre to which water was supplied '*in any manner or by any means*' paid the full water-rate. But if this be construed as authorizing a sort of compulsory rate, it is certainly at variance with the formal rules and with the voluntary system which had been adopted."

With regard to future arrangements the Lieutenant-Governor observed—"As regards the future, however, I confess that I feel much doubt and difficulty. I have no doubt that the best course is to begin with very low rates till the people understand and appreciate the irrigation system. I feel sure that, as things stand, it would have been much better than what has occurred if we had given the water for nothing up to this time. Even with low rates we shall now encounter much difficulty. The Ooryias, slow and conservative, are also very shrewd, knowing, and suspicious. Mr. Kirkwood's system of charging what is practically a compulsory rate and raising the rate from Re. 1 to Rs. 2-8 has excited their suspicions, and they have quite enough intercourse with the neighbouring Madras districts and the Godavery to know that the system there is nearly compulsory, any man who has taken water being compelled to pay for it ever after. They are greatly inclined to believe that if they once take water on any terms we shall before very long force them to pay Rs. 5 per acre.

"The administrative difficulties are also very great; the making of the smaller irrigation channels is a great difficulty. The zemindars are very unwilling to commit themselves, and it will be exceedingly difficult to irrigate the small fields of individual ryots who are willing to take water and to prevent their neighbours getting a little too.

"In the face of all these difficulties, notwithstanding my strong objections to a compulsory system, I was half attracted by the somewhat tempting bait held out in the Punjab Canal Bill, where the compulsory rate is limited to Re. 1 per acre, a rate which in a dry country like the Punjab seemed very cheap for cold weather crops, if the provision is *bonâ fide* carried out that an independent authority is to decide if the land really needs water and has had an ample supply of it. It would be much more difficult to determine what land really needs irrigation in the rainy season in Orissa: all land does not want it there, and while one year it is beneficial another year it is not needed. If once we depart from the straight path of voluntary contract, we do not know what we may come to. Papers by the Commissioner and Collector of Cuttack very well set forth the opposite views of this question. Mr. Ravenshaw, it will be seen, strongly

advocates a compulsory rate. But Mr. Machpherson, I think, hits the blot when he says that this will involve our taking on ourselves to determine what is a fair rate:—"Government might impose now a light rate to which no violent outcry would be raised, but it assumes the responsibility of raising this rate from time to time, in a compulsory way, till it reaches a standard which is thought sufficient: this is no light responsibility. Instead of letting water, like anything else, find its own value, Government would commit itself now to decide the question ever afterwards. The question is one which does not concern only the at present unfinished scheme of the Kendrapara and high level canals, but all the works which may be commenced hereafter in Bengal. It seems to me that the voluntary system has neither had a fair nor a sufficient trial.' If we impose a compulsory rate of Re. 1 now, the irrigation officers are sure to demand a much higher rate before long, and we should be involved in endless controversy as to what is a fair rate, a question which can only be solved by free contract. There is also this great difficulty about a compulsory rate, that it becomes henceforth quite an arbitrary matter how much is to be considered land revenue and how much irrigation dues. If a cultivator in the Godavery pays Rs. 6 per acre, it is quite immaterial to him whether we say Re. 1 is revenue and Rs. 5 water-rate, or *vice versa*, but the departments fight about it. Engineers produce magnificent figures and Collectors declare they are mere fiction.

"But," His Honor continued, "as in this matter of spending these vast sums on schemes which do not originate with the local Government, we are in fact but the stewards of the Government of India, I should much wish to be favoured with the views of His Excellency the Governor-General in Council. I should like to know whether His Excellency is willing to relegate to a far distant future (if ever it come) Colonel Rundall's sanguine 16 per cent., and to be content that slowly and gradually we should accustom the people to irrigation at low rates which cannot pay a good interest on so large an expenditure; or whether the Government insists on pushing for a more immediate return, with the risk, I must add, of possibly getting nothing at all.

"One thing I must emphatically state to be absolutely necessary, and that is, to fix the system and the rates, and to stick to them for a series of years, through good fortune and bad. There is no chance of success while the minds of the people are unsettled. We ought, I think, to pledge ourselves to certain rates for five years at least."

In reference to Mr. Schaleh and the Commissioner's views His Honor remarked:—"Mr. Schaleh says much that is gratifying and hopeful. Like Mr. Ravenshaw, he is strongly in favour of a compulsory rate. I must guard myself against any suppositions that I can for a moment concur in the doctrine that it is fair to charge the interest of capital expended on the locality for whose benefit it was intended, that people who have had no voice in the matter should be made to pay for engineering or financial failures, not because they are benefited, but because the projectors intended to benefit them.

"The most that I can bring myself to consider is whether the principle affirmed in the Punjab Bill, that a compulsory charge may be made for actual benefits, might be applied to Orissa. I understand that

the Punjab officers are very generally opposed to a real compulsory system, and that it is believed that the provisions in the Bill just passed will be there a dead letter, the compulsory rate being put below what every one would readily give for water supplied in a country where its advantages are certain and constant. It would be otherwise in Orissa, where the water-supply is rather of the nature of an insurance against risk of seasons. If we could be sure that a compulsory water assessment would never be raised above a very low rate, any higher rates at any time imposed being voluntary, I am not sure that I should not be willing to accept it on the terms laid down in the Punjab Bill as a solution of many difficulties, but I very much dread a compulsory rate to be arbitrarily fixed from time to time."

In accordance with these views His Honor decided that the system to be pursued should be purely voluntary, and directed that a proper set of rules should be drawn up for its administration. A Committee consisting of the Commissioner and the Principal Revenue and Engineer Officers, met for this purpose at Cuttack in the spring of 1872, and the rules recommended by them having since received the sanction of the Lieutenant-Governor and the Government of India, have been introduced and are now in operation. Before describing them it is necessary briefly to recapitulate the defects of the old system which they were designed to supersede. These were—

- (1) The constant changes and fluctuations in the water-rates. The people never knew one year what the rate would be the next, and they had more than once seen the rate changed in the course of the same year.
- (2) The rates had always been too high to induce the people to take water on a large scale.
- (3) Written agreements or leases were not always insisted upon.
- (4) The leases were usually given to one person, such as a zemindar, while practically the Revenue Officer had to deal with another, the ryot, and the revenue could only be realized from the zemindar on proof that the ryot took water, the whole *onus probandi* being thrown on the Revenue Officer.
- (5) The leases were always for indefinite areas, "for as much land as should be found on measurement to have been irrigated," and in the absence of any engagements on the part of the cultivators, it was often found practically impossible to prove the voluntary receipt of water, or even that any water was received at all.
- (6) Owing to the incompleteness of the minor distributaries, there were in most cases no proper means of leading the water from the distributary to the land to be irrigated, and it reached it only by flowing from field to field, causing great waste and the irrigation of much land for which nothing was paid.

The following are the principal points in the new system and the rules which embody it:—

- (1) The water-rates have been fixed for five years. The principal rate, that for rice, is Re. 1 in Orissa, and Rs. 1-8 in Midnapore, for water supplied on written lease executed not later than 1st May, *i.e.*, before the commencement of the irrigating season.

- (2) In the case of rice penalty rates have been introduced with the view of checking the practice of taking water only to save the crop in times of drought. The rate charged for water supplied on leases given after the 1st May is 50 per cent. higher than the regular rate.
- (3) The supply of water on mere verbal application is absolutely prohibited. A formal written application is insisted upon in every case.
- (4) The Revenue Officer deals direct with each individual ryot; unless a special bargain is made with the zemindar. Each ryot executes a lease for his own fields, though one document is made to serve for any number of lessees in the same village.
- (5) A lease is never granted until it has been previously ascertained by careful inspection that the land for which it is bought is *bond fide* irrigable, i.e., that the means exist of leading water to it without overflow into other lands.
- (6) The leases are invariably for definite areas, and payment for the full area leased is insisted upon, unless the lease-holder can show that there has been a failure of water-supply. Such failure must be proved at the time it occurs.

The new rules have so far worked satisfactorily, though the area irrigated is still very small. They will be noticed more at length in the next year's report.

On a review of the past history of irrigation in Bengal since its commencement in 1866, it may be remarked that if its progress has been slow and the financial results unsatisfactory, there is, it is hoped, less reason for extreme discouragement than might at first sight appear. The amount of capital sunk in the expensive head works and great lines of canal has been out of all proportion to the area as yet irrigable, which will be largely increased at a comparatively small expenditure on the minor distributaries. The area commanded by the water will henceforth develop in a much higher ratio to the expenditure. The difficulties presented by the prejudices and ignorance of the cultivators have been aggravated by a defective system of revenue administration, which was in many respects calculated to check rather than to promote progress. The first essentials of financial success, moderation and fixity of demand, were wanting, and while ample facilities for illicit irrigation and evasion of the just dues of the State were afforded to the ryot, he had no protection against unfair or illegal assessment. From the new system better results may be anticipated, though the progress of irrigation will probably still be slow, and the time when the canals shall prove directly remunerative may be yet distant.

FISCAL—ADMINISTRATION OF THE LAND.

SURVEYS.

The statement in the Appendix E 1. Fiscal, exhibits the work expected to be completed by the professional parties during the survey year ending 30th September 1872; the aggregate area expected to be completed is there shown to be 4,045 square miles, of which 1,050 may be classed as topographical, and the remaining 2,995 square miles as area work. The aggregate expenditure is estimated at Rs. 2,61,366-11-4, giving an average cost of Rs. 64-9-10 per square mile.

Statement E 2. Fiscal in the Appendix shows the work performed by the non-professional survey parties engaged in demarcation during the official year, from 1st April 1871 to 31st March 1872.

The business of the Demarcation Survey Department is to define the boundaries of villages and estates and to make a compass and chain survey of them. The ordinary scale of the maps prepared from this survey is 16 inches to the mile. All disputes regarding boundaries are decided by the Demarcation Officers, whose orders are appealable to the Commissioner and the Board of Revenue in the first instance, and finally in a regular suit to the Civil Courts.

Where the whole of a village belongs to one estate, nothing but the outer boundary of the village has to be defined and surveyed; but in a very large proportion of cases there are lands of more than one estate in the village, and the lands of each estate are frequently scattered about the village and not situated in one compact block. Thus there may be lands of 10 estates in a village, but they may be contained in 40, 50, or even double that number of separate plots. Each of these plots has to be separately defined and surveyed by the Demarcation Surveyor. It is the extent to which plots of land belonging to different estates are thus intermixed that renders the demarcation of a Lower Bengal district such a lengthy operation. To take Hooghly as an example. There were in round numbers 4,000 village circuits demarcated. In about 1,000 of these the whole of the village belonged to one estate and no interior measurements were necessary; in the remaining 3,000 no less than 80,000 plots had to be surveyed owing to the intermixture of lands of different estates.

The business of the Professional (or, as he is generally called, the Revenue) Surveyor, is to make a scientific survey of village boundaries and also a map showing the geographical and topographical features of the country. He commences work the season following demarcation. His native surveyors, in making the survey of the village boundaries, are guided by the marks put up at time of demarcation at every bend and turn of the boundary. Owing to the annual inundations and other causes, these marks,

which are merely temporary, have to be renewed just before the Professional Surveyor commences work. There are unfortunately no permanent marks round the boundaries of villages or estates in Bengal. The Professional Survey of each village is compared with the Demarcation Surveyor's map of the same village. Any discrepancy between them is inquired into and adjusted until ultimately absolute agreement is obtained. As soon as the Professional Survey of a district is completed satisfactorily, a formal notification of approval is published in the Government *Gazette* in accordance with Section 4 of Act IX of 1847.

In compliance with a requisition from the Secretary of State, the Professional or Revenue Survey Operations in Bengal.

DISTRICTS REMAINING FOR SURVEY.		Estimated area in square miles.
UNDER SURVEY.	District Manbhoom ...	3,200
	" Palamow ...	4,200
	" Tipperah ...	3,300
	" Noncolly ...	2,200
	" Sylhet ...	2,000
PROPOSED FOR SURVEY.	Cachar ...	2,000
	Districts in Assam ...	27,555
	" Hill Tipperah ...	4,200
	Ganges Dearah Lands ...	5,896
	District Hooghly ...	2,007
FOR RE-SURVEY.	" Midnapoor ...	5,029

Surveyor-General, Colonel Thuillier, in his Annual Report for 1862-63, submitted the statement given in the margin, which shows the area then remaining for survey in Bengal.

In Assam the work was especially heavy, and particular pains have been taken to prosecute the survey of all the districts there; besides which the department has completed the survey of the West Dooars of District Julpigoree, and East Dooars of District Goalpara; the Daling sub-division and Morung pergunnahs of District Darjeeling; the elaborate and minute survey of the Punchannogram estate in the suburbs of Calcutta on the scale of 99 feet to the inch; the survey of the Damin-i-koh boundary in the Sonthal country; also several Cantonments, Towns, and Civil Stations on the scale of 12 inches to 1 mile; the resurvey of District Hazareebagh, and Pergunnah Toree of Chota Nagpoor, on the scale of 1 mile to 1 inch; the Cooch Behar State on the full village scale, 4 inches to 1 mile; the topographical survey of a portion of the tract occupied by the Lushai Tribes, and a good deal of desultory work besides.

The subjoined statement shows how far all Bengal has been surveyed up to date; when the survey of each district was commenced and completed; the scale and nature of survey, and the total area as far as it can be ascertained.

Division or Commissioner's ships.	DISTRICTS.	DATE OF SURVEY.		Area in Sq. Miles.	Scale of Survey.	Character of Survey.	
		From	To				
BURDWAN Division.	BENGAL.		WESTERN DISTRICTS.		4 inches = 1 mile	Professional vil- lage survey. Ditto. Ditto.	
	1. Burdwan	...	1855	1857			3,588*
	2. Bancoorah	...	1854	1856			1,346*
	3. Beerbhoom	...	1848	1852			1,341*
	4. Midnapoor	...	...	...			5,082*
	5. Hooghly with How- rah	...	1869	1872			1,470*
					Ditto	Ditto.	

Divisions or Commissioner-ships.	DISTRICTS.	DATE OF SURVEY.		Area in Sq. Miles.	Scale of Survey.	Character of Survey.
		From	To			
		CENTRAL DISTRICTS.				
PRINCE OF WALES DIV.	6. 24-Pergunnahs ...	1846	1852	2,536	4 inches = 1 mile	Professional village survey.
	7. Naddeah ...	1849	1855	3,421	Ditto	Ditto.
	8. Jessore Soonderbans ...	1855	1859	3,713	Ditto	Ditto.
RAJSHAHY DIVISION.	9. Moorshedabad ...	1848	1853	2,705	Ditto	Ditto.
	10. Dinajpoor ...	1857	1861	4,126	Ditto	Ditto.
	11. Alaldah ...	1840-42	1844-45	1,813	Ditto	Ditto.
		1847	1849			
	12. Rajshahye ...	1848	1853	2,234	Ditto	Ditto.
	13. Rungpore ...	1855	1859	3,589	Ditto	Ditto.
	14. Bograh ...	1852	1856	1,501	Ditto	Ditto.
	15. Pubnah ...	1855	1856	2,099	Ditto	Ditto.
COOCH BEHAR DIV.	16. Darjeeling ...	1851	1852	1,234	2 inches = 1 mile	Ditto and partly
		1862	1867		4 inches = 1 mile	Topographical.
	17. Julpigoree ...	1858	1859	2,906	Ditto	Professional vil-
	Cooch Behar State	1864	1868			lage survey.
		1868	1870	1,292	Ditto	Ditto.
		EASTERN DISTRICTS.				
Dacca DIVISION.	18. Dacca ...	1857	1860	2,687	Ditto	Ditto.
	19. Furreedpoor ...	1858	1860	1,677	Ditto	Ditto.
	20. Backergunj ...	1859	1863	5,264	Ditto	Ditto.
	21. Mymensing ...	1850	1857	6,386	Ditto	Ditto.
	22. Sylhet, with Jynteah Plains	1860	1867	5,415	Ditto	Ditto.
CHITTAGONG DIVISION.	23. Cachar (Plains)	1837	1839			
		1864	1868	1,297	Ditto	Ditto.
	24. Chittagong	1835	1841	2,717	Ditto	Ditto.
	Chittagong Hills	1861	1865	6,882	1 inch = 1 mile	Topographically surveyed by the Revenue Survey.
	25. Nowcolly ...	1863	1865	1,557	4 inches = 1 mile	Professional vil-
	26. Tipperah	1861	1864	2,655	Ditto	Ditto.
	Hill Tipperah (por- tion of.)	1863	1864	2,879	1 inch = 1 mile	Topographically surveyed by the Revenue Survey.
	BEHAR.					
PATNA DIVISION.	27. Patna ...	1841	1844	2,101	4 inches = 1 mile	Professional village survey.
					8 inches = 1 mile	Ditto.
	28. Gya ...	1838	1844	4,718	Ditto	Ditto.
	29. Shahabad ...	1844	1846	4,385	4 inches = 1 mile	Ditto.
	30. Tirhoot ...	1842-43	1846-46	6,343	Ditto	Ditto.
BHAUGULPOOR DIV.		1846	1850		8 inches = 1 mile	
	31. Saran ...	1843	1847	2,654	Ditto	Ditto.
	32. Chumparan ...	1843	1847	3,531	Ditto	Ditto.
	33. Monghyr ...	1836	1839	3,913	Ditto	Ditto.
		1845	1847			
	34. Bhaugulpoor. ...	1839	1842	4,327	4 inches = 1 mile	Ditto.
		1846	1850			
	35. Purneah ...	1844	1843	4,957	Ditto	Ditto.
	36. Sonthal Pergunnahs	Surveyed with Bhaugulpoor and Beerbhoom.		5,488	4 inches = 1 mile	Ditto and
					1 and 2 inches = 1 mile.	Topographical.
	ORISSA					
ORISSA DIV.	37. Cuttack ...	1838	1842	3,178	4 inches = 1 mile	Professional village survey.
	38. Pooree ...	1838	1841	2,505	Ditto	Ditto.
	39. Balasore	1838	1842	2,066	Ditto	Ditto.
	Cuttack Tributary Mehals.					

Divisions or Commissioner-ships.	DISTRICTS.	DATE OF SURVEY.		Area in Sq. Miles.	Scale of Survey.	Character of Survey.
		From	To			
	CHOTA NAGPORE.	SOUTH-WEST FRONTIER AGENCY.				
	40. Hazareebaugh ...	1858 1863	1863 1872	7,021	4 inches=1 mile 1 inch=1 mile.	Professional village survey & Topographical.
	41. Sub-divn. Palamow & Pergunnah Toroe of Lohardugga.	1863	1869	4,923	Ditto ...	Ditto.
	42. Singbhoom ...					
	43. Maunbhoom ...	1861	1867	4,921	4 inches=1 mile	Professional village survey.
	Tributary Mehals of Chota Nagpore.					
	ASSAM AND ADJACENT HILLS.					
	44. Goalpara ...	1850 1867	1854 1869	4,433	4 inches=1 mile 1 inch=1 mile ...	Ditto and Topographical.
	45. Kamroop ...	1865	1869	3,631	4 inches=1 mile	Professional village survey.
	46. Durrung ...	1871	not finished	3,112	Ditto ...	Ditto.
	47. Nowgong ...	1869	1872	3,421	Ditto ...	Ditto.
	48. Soebhaugor ...	1863	1872	2,811	Ditto ...	Ditto.
	49. Luckimpoor ...	1867	...	11,906	Ditto ...	Ditto.
	50. Naga Hills ...					
	51. Khasia and Jynteah Hills.					
	52. Garrow Hills ...					
	} Surveyed by the Topographical Branch.					

From this statement it will be seen that, with the exception of the resurvey of Midnapoor (which the Survey Department consider must be done), the survey of Behgal proper is now completed. The bulk of the area still to be dealt with lies in Assam, where an immense tract in district Luckimpoor, estimated roughly at 8,000 square miles, extending beyond the revenue-paying portion already completed, north and east up to the water-shed, is to be surveyed topographically on the scale of 1 inch to 1 mile.

To sum up, the following areas remain to be dealt with in Bengal proper and Assam:—

District Durrung.—To be completed on scale 4 inches to 1 mile by the 1st Division in 1872-73 or 1873-74. Estimated area, 1,640 square miles.

District Luckimpoor.—The topographical survey, scale 1 inch to 1 mile, to be commenced by the 2nd Division in 1872-73, and to be completed, according to Captain Barron's estimate, in about 5 years.

Area (estimated by Captain Barron) = 8,000 square miles.

District Midnapoor.—The survey, scale 4 inches 1 mile, to be commenced 1872-73, by the 3rd Division, and to be completed in 4 or 5 years.

Area* = 3,907 square miles, exclusive of jungle mehals (1,176 square miles).

* Including Hijellee.

District Goalpara.—To be commenced in 1873-74, by the 1st Division, scale 4 inches to 1 mile, and to be completed in 2 or 3 years.

Area = 2,863 square miles.

The boundaries on the northern frontier of Assam, along districts Kamroop, Durrung, and Luckimpoor, are still undefined. The duty of surveying the boundaries which are to be laid down by Major Graham, of the two first districts touching on Bhootan and the Duphla Hill tribes, has been entrusted to Major J. Macdonald, and will be undertaken during the present winter.

A small party under Mr. G. H. Cooke, Assistant Superintendent, Revenue Survey, has already been despatched to the Lushai country, with instructions to act under the orders of the Deputy Commissioner of Chittagong in defining the water-shed between Hill Tipperah on the west, and Cachar and the Lushai country on the east.

It is hoped, from the programme above given, that the survey of the whole of the Bengal Provinces will be completed in five years by the three survey parties now left in Bengal. It must be noted, however, that the Bengal Survey does not give the areas of holdings such as the field survey of other parts of India furnishes. The Bengal Survey supplies geographical material, but it is absolutely useless for the every-day wants and uses of the landlords and tenants of Bengal.

In addition to the regular Revenue Surveys in the Lower Provinces, as described in the annual administration reports of the Superintendent, Revenue Surveys, three Professional Survey parties of the Topographical Branch of the Survey Department, working under the direct control of the Surveyor General, have been for several years employed in Bengal.

One party has been engaged in the survey of the Tributary Mehals of the Orissa Division, the second in Lohardugga and the Gurjat States of the Chota Nagpore Division, and the third in the Garo, Khasia and Jynteeah Hills, and also in North Cachar.

For such wild and hilly tracts the topographical system of survey has proved the most effective, rapid, and cheap. The scale of survey adopted is uniformly one mile to the inch, except for the work in the Khasia, Garo and other hills on the north-east frontier, for which, owing to the immense difficulties and expense of obtaining carriage and supplies in those forest-clad and sparsely-inhabited tracts, it was found necessary to adopt the reduced scale of two miles to the inch, or half inch to the mile, which was sufficient to meet all purposes.

The survey of the Orissa Tributary Mehals, 17 in number, by the Topographical Survey, was commenced in 1850 and completed in 1860; the surveyed area of the tract included in the 17 Mehals is 16,184 square miles, executed at a cost of from Rs. 10 to 12 per square mile.

The survey of Lohardugga and the Gurjat States, including Singbhoom, was commenced in 1860-61 and completed in 1870-71; the total area of the tract surveyed was 28,636 square miles at a total cost of Rs. 5,18,028, giving a rate of Rs. 18-1-5 per square mile.

The survey of the Garo, Khasia, Jynteah and Naga Hills, still in progress, was commenced in 1863-64 by Mr. J. O. Nicholson, and continued during the seasons 1864-65-66 under the superintendence of Lieutenant now Captain R. V. Riddell, R.E., and then taken up by Major H. Godwin Austen, under whose superintendence it still remains. Up to the season 1870-71, 13,180 square miles had been surveyed at a total cost

of Rs. 3,73,695, giving a rate of Rs. 28-5-7 per square mile. The following list gives the probable areas of various tracts still remaining for survey, viz.—

	Sq. miles.
Garó Hills District	1,874
Naga Hills	4,500
Independent Nagas and other Hills on Eastern Frontier ...	14,300
TOTAL ...	20,674

which it will probably take some ten or twelve years to complete.

This last is the only Professional party of the Topographical Survey now working in the Lower Provinces. During the season 1871-72 it was employed on special surveys in connection with the Lushai Expeditionary Force under Major General Bouchier, C.B. An area of 6,068 square miles (including 1,268 square miles of overlaps) of the country south and south-east of Cachar district, previously totally unknown, was the result of the season's operations, on a scale of four miles to an inch or $\frac{1}{4}$ inch to the mile. A special topographical survey party was organized for survey work with the left column of the Lushai Force under Major General Brownlow, C.B. This party too mapped some thousands of square miles of hitherto unsurveyed country; but the two parties were unfortunately unable to meet, though they brought their triangulations within thirty miles of each other.

The surveys of Ganges alluvium and diluvium, in accordance with the provisions of Act IX of 1847, were commenced in the Patna division about 1863, and brought to a close in the Rajshahye division last year. The object of the law was to obviate the effects of the changes constantly going on in the banks of rivers and adjacent lands. By these changes large portions of land are often washed away—sometimes suddenly, sometimes by slow degrees—from one side of a river, while an accession of land takes place on the other side. It was thought advisable for the security of the land revenue that some provision should be made for allowing a proprietor whose estate had suffered diluvion an abatement of revenue corresponding to the extent of his loss, and on the other hand for assessing the proprietor whose estate had gained land with an additional revenue proportionate to the amount of his gain. The law accordingly enacts that in districts of which a revenue survey has already been made, Government may, whenever ten years may have elapsed from the date of approval of such survey, have a new survey made of lands on the banks of river with a view to ascertain the extent of the changes since the last survey. Having ascertained by inspection of the new survey map which estates have lost, and which gained land, a corresponding abatement from, and addition to the revenue assessed on the estates respectively losing and gaining is to be made.

The system followed during the recent operations was as follows:—A demarcation and professional survey similar to these described above were made. The professional surveyor then marked on his new survey map the old survey village boundaries, distinguishing the old boundaries by red lines and the new by black lines. The difference showed the loss or gain in each village. The maps, together with a comparative statement

showing old survey area and new survey area and increase or decrease, as the case might be, were then forwarded to the Revenue officer, who issued notices to the proprietors concerned, and in the case of decrease of area, offered an abatement corresponding with the decrease (calculated on the proportion of total area of the estate to its total revenue) and in the case of increase of area, assessed the increase after due local inquiry. As the new assessment was made at modern rates, whilst the abatement was at the old rates, it was expected that the gain to the Government revenues would be considerable; but these expectations were not fulfilled to the extent hoped, partly because the accretions were found to be mere sand in a large number of cases, and consequently were left altogether unassessed or were assessed at very low rates, and partly because the cost of the triple operation of demarcation, professional survey, and revenue settlement, was very high. The proprietors whose estates had suffered diluvion in many cases did not accept the offer of abatement, partly because they hoped that the river might in time replace the lands it had taken away, and they feared that, if they accepted abatement of revenue, they would lose their claim to the lands which might again be thrown up.

"The settlements made were formerly made permanent, except where the proprietors of some of them refused to take the engagement, in which case the lands were let in farms for periods of from three to ten years; latterly, orders having been issued by Government forbidding further permanent settlements, temporary settlements are made.

Another subject connected with the surveys, which has received the attention of Government, is the necessity of making some permanent provision for the maintenance of boundary marks. In Bengal generally, it may be said in every part of these provinces, there has been no general internal field survey, and there is no provision for boundary marks. At the Legislative Council at the beginning of last sessions, the Lieutenant-Governor noticed the subject in the following words:—"The Council were aware that the Government had gone to a very large expense to survey Bengal, and to lay down boundary marks, but there was no provision for maintaining those boundaries;" and he thought "it would be a question upon which the Members of the Council connected with land would be better able to come to a conclusion than himself, whether it would be necessary to make some provision for maintaining boundary marks in order to prevent fraud and litigation."

A circular was also issued by the Lieutenant-Governor in December 1871, asking Commissioners to report whether in surveyed districts boundaries are tolerably well known, and whether proprietors set up any sort of boundary marks; or whether, in consequence of want of marks, quarrels, affrays, disturbances, and litigation, frequently arise. In the latter case, it was further asked whether survey papers are found sufficient to settle boundary disputes; and if they are not sufficient, the Commissioners were asked to indicate the best remedy, and the best practicable means of placing things on a satisfactory footing. The replies received to this circular were still under consideration at the close of the year, and nothing has yet been determined.

As regards field surveys in Government estates and for partitions, a large number of men are employed on the work all over the country, and a good deal has been done in this way here and there; but there has been no system, and no test whatever of the qualifications of the ameens and native surveyors, so that the so-called surveys have been of little permanent use. For the proper management of Government and Wards' estates, proper field surveys have been deemed indispensable, and also for irrigation revenue there has been a crying necessity for a proper survey. Measures have accordingly been taken to educate surveyors and introduce a uniform system, but this will be more fully dealt with in the ensuing year's report.

SETTLEMENTS.

The practice hitherto in force, under which the Board of Revenue and even Commissioners and Collectors, were allowed to make permanent and other settlements of Government estates and newly acquired or newly cultivated lands, has been prohibited, and the Lieutenant-Governor has desired that, pending final decision of the whole question of permanent settlements, the sanction of Government should be obtained to all settlements, as is the case in other provinces. It was found that in Bengal some 2,000 to 3,000 settlements were sanctioned by the Board annually, that some of these were original settlements, but the majority were resettlements. The lands which came under settlement in the regulation districts were either estates bought in by Government at auction, or lands thrown up by rivers or resumed privileged tenures or lands reclaimed from the jungle. The holders of resumed tenures had a statutory right to get their lands permanently settled, and it had been the custom to sell by auction, on a permanent revenue-free tenure, all very petty estates which belonged to Government. This practice has been continued. In regard to other Government estates, the procedure had been to ascertain and record the holdings and payments of the ryots or other holders, and then to lease the estate to a zemindar or person of substance for a term of years. The farmer had power to enhance rents and increase the assets of the estate as he best could in any legal manner. Sometimes a farmer was turned into a zemindar, a permanent settlement being in the end given him; but the more orthodox practice was that when any such estate had been brought by a lessee or a succession of lessees to a high state of cultivation, a full revenue was assessed upon it and the estate was sold by auction, subject to the payment of such revenue for ever. Ordinarily, no special survey or other inquiry preceded the resettlement of an estate at a permanent jumma, nor did any inquiry into, or registration of, subordinate rights occur at this stage of the business.

The Lieutenant-Governor directed that no Government estate should for the future be permanently settled, that all settlements or resettlements of Government lands should be made after a full inquiry into the circumstances and capabilities of each estate, and after a careful ascertainment and record of all subordinate rights existing therein, and that a liberal construction should be given to claims on the part of

deserving cultivators to a reasonably privileged position. In certain circumstances settlements are made for short periods, but for cases in which it is desirable to make a long settlement a year, about 30 years hence more or less is fixed for each district, and all settlements or re-settlements from henceforward are made to expire in that year, so that the inconvenience of having several hundreds of petty settlements scattered all over the country falling in every year might be obviated, and a periodical resettlement of the temporary settled estates of each district might be made at long recurring intervals.

As for the person with whom the settlement should be made, it was laid down that no hard-and-fast rule for dealing with Government estates was advisable, but the settlement of each estate should be made with the holder of subordinate tenures, with the village headmen, with the ryots, or with a lessee, according to the circumstances of each case, a preference being always, if possible, given to persons holding permanent interest in, or cultivating the soil and no outsiders being admitted, where this could be avoided. Where the ryots are capable of engaging, they or their representatives are to be preferred.

A question was submitted by the Commissioner of Patna, asking for sanction to the settlement that had been made with farmers for certain villages pertaining to the Durbhanga estate.

Abolition of vicious farming system in Government and Wards' estates.

The Lieutenant-Governor desired first to have the report, which had already been called for, showing whether the manager had exactly carried out Sir W. Grey's instructions, that every village falling in in that estate should be held direct for a year before resettlement, during which time the process of recording holders and rents should be fully carried out; and also that it should be a condition of the lease that the farmer should have no power to enhance rents without special sanction. In respect to the latter point (no power of enhancement), the expressions used seem to infer that the farmer could not enhance; but the Lieutenant-Governor wished to know that such was the condition expressly entered in the leases. It followed, as a matter of course, that if farmers were not allowed to enhance, neither might they eject at pleasure, and the Lieutenant-Governor desired to know if this was so under the conditions of the lease. The Board were directed to apply the above orders regarding Durbhanga to all estates; any enhancements of rents being made periodically, at the end of leases, and farmers not being allowed to enhance nor to eject.

The Lieutenant-Governor also thought the common system of letting estates to outside farmers, whose chief profit consists in enhancing the rents as much as possible, was the very worst possible. Cases had lately occurred in which, under such leases, energetic farmers had made fortunes, while a simple people had been driven to the verge of rebellion; and he determined that this system should not be followed in any estates under Government management, whether Government estates or Court of Wards' estates. Wards' estates were not to be managed with the sole object of obtaining the greatest possible rental for the wards; if the services of Government officers, and all the machinery and authority of Government were to be given to the management and improvement

of such estates, the benefit of the people and the ultimate good management of the estate must be looked to as well as the immediate increase of revenue. In short, the Lieutenant-Governor wished that Government estates and Wards' estates in Bengal should be models of good agricultural management. A recent report published in the North-Western Provinces has shown that the experienced ruler of those provinces, Sir W. Muir, had issued very similar instructions to revenue officers in charge of Wards' estates under his Government.

The Lieutenant-Governor was quite free to admit that some system of contracting for the revenue was (seeing the character of our system, habits, and establishments on this side of India) preferable to an attempt to carry on permanently a system of direct collections from the ryots, but His Honor wholly refused to accept the dictum that in not a single village on the Durbhanga estate could any person connected with the village be found who was fit to take a lease. Such persons are found in every other part of India, and the Lieutenant-Governor did not know why they should not be found in Behar; he insisted that in every case the rental of *each* village should be separately fixed, and that before an outsider was accepted, the terms of the settlement should be made known and tenders invited from the villagers, either from the ryots in a body (in which case they must elect headmen), or from a body among them, or from leading individuals of their number.

As it had come to the Lieutenant-Governor's knowledge that in some cases where villages were nominally held direct, the farmer, late or expectant, was put in as a special Government agent—a plan which wholly defeated the object of the arrangement ordered by Government—the Board were requested not to allow the adoption of any such make-shift.

The following important settlements engaged the attention of Government during the year under report.

At the commencement of 1872 the resettlement of a large tract of country, 303 square miles, extending over 194,000 acres in the Midnapore district, had to be taken in hand. The revenue then derived from these lands was about Rs. 2,50,000, and the settlements, which were made in 1845 A.D. were to expire in 1872-73. The resettlement was expected to yield an increase of Rs. 1,00,000 land revenue, and it therefore became necessary to hasten operations so as to avoid any sacrifice of prospective increase of revenue.	of country, 303 square miles, extending over 194,000 acres in the Midnapore district, had to be taken in hand. The revenue then derived from these lands was about Rs. 2,50,000, and the settlements, which were made in 1845 A.D. were to expire in 1872-73. The resettlement was expected to yield an increase of Rs. 1,00,000 land revenue, and it therefore became necessary to hasten operations so as to avoid any sacrifice of prospective increase of revenue.
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The whole area of 194,000 acres was required to be measured for khushreh survey, assessment statistics were to be collected and collated, and a record of the rights of the various classes of the tenantry to be prepared. The presence of the new irrigation canals in Midnapore, and other circumstances, made it specially desirable that this settlement—the largest likely to occur for some time in the regulation districts—should be thoroughly well looked after and well and carefully done throughout.

For this work a settlement officer was appointed with the sanction of the Government of India, to whom all demarcation work in the area to be settled was entrusted, the Civil Superintendent of Survey confining his operations to the permanently settled portion of the district.

Up to the end of March 1872 a sum of Rs. 12,279 was sanctioned as the estimated cost of the establishment to be employed in the settlement, and a further sum of Rs. 19,229 was sanctioned for the first six months of 1872-73.

The resurvey and resettlement of the Punchannogram estate in the suburbs of Calcutta has been going on since the year 1866; altogether it has cost Rs. 74,000. Punchannogram contains 18,000 holdings averaging less than an acre each. These holdings are permanently settled. The only work to be done is to demarcate, resurvey, and map each plot, and then to exchange pottahs and kabooleuts for each plot, with its holder. The resurvey has been finished, and the professional part of the business still to be done is simply the re-copying of the registers of holdings, the resurvey of certain detached portions and sub-divisions, and the verification of a part of the external boundary marks. Arrangements have been made for completing the work by March 1873.

The question of a resettlement of Cachar has for some years past been under discussion. The settlement, which expired in 1843, yielded a land revenue of Rs. 24,974, and in the following year a 15 years' settlement, founded on a professional survey, was made at a total assessment of—

					Rs.
For 1st 5 years	...	...	...	...	43,146
" 2nd "	...	...	...	...	50,831
" 3rd "	...	...	...	...	58,157

In 1858 the subject was again brought forward; a fresh professional survey was wanted, but could not be given. The old settlement was extended for another year, and meanwhile arrangements were made for measuring up the newly cultivated lands by a temporary establishment under a skilled putwarri. In 1859 a fresh settlement for 20 years was effected, but this did not apparently embrace the whole Cachar district, inasmuch as at the commencement of the year the Board of Revenue reported that the settlement of—

324 mehals would expire in	...	...	...	1871
349 " " "	...	...	...	1872
114 " " "	...	...	...	1873

The leases of the first batch were renewed summarily for one year, and it was considered desirable that the resettlement of those mehals the leases of which would expire before April 1872, should be entered upon at once. Some difficulty in satisfactorily carrying out this arrangement was however anticipated, owing to the probable occupation of all the local officers who were practically experienced in Cachar matters on duties connected with the proposed Lushai expedition. It was subsequently decided to renew the settlements which were falling in for another year, and not to commence proceedings until the cold weather of 1872-73.

It was necessary, during the year under report, to pass orders as to the resettlement of certain tenures in the district of Chittagong known as the noabad or jungle boree lands. There were 1,290 of these tenures, the settlement of which would expire in and about 1873, and which differed from

the long term noabad tenures in that they had been settled at the time of Mr. Ricketts' settlement for 25 years only, while the latter had been settled for a period of 50 years. Of these tenures 288 paid a present annual revenue of Rs. 10 and upwards, aggregating Rs. 21,432, and the remainder paid less than Rs. 10 per annum, or an aggregate revenue of Rs. 2,475 per annum.

The first class consisted of 252,502 beegahs, of which 41,225 beegahs were cultivated, 36,646 were culturable, and the remainder 174,631 beegahs unculturable. Of the second description of tenures, there were 30,164 beegahs; of these 4,245 beegahs had been cultivated, 7,153 beegahs were culturable, and 18,766 beegahs were unculturable. It was estimated that, since the last settlement, about one-fourth of the cultivated lands had been brought under cultivation.

There were three questions which had to be decided, viz. the term for which the new settlement should be made, the amount of waste land which should be included in each talook, and whether the settlement should be renewed at the existing revenue.

The Lieutenant-Governor decided that the settlement of these holdings should be made up to 1898, which should be considered the general settlement year for Chittagong, as the long term noabad tenures would also expire in that year; that no hard and fast line should be drawn as to the amount of waste land to be included in each talook (it had been proposed to limit the amount to 2 droons, or about 20 acres in each case), but that regard should be had to the size and position of the tenure and capability of the land in each case. When there was not more than a reasonable quantity of uncultivated land, it should be settled with the rest at a fair valuation; and when the quantity of waste land was, after the expiry of the 25 years' lease, still excessive, it should be cut off and offered separately to any new man who would take it. Lastly, the Lieutenant-Governor was of opinion that there was no doubt that the talooks ought not to be resettled at the old revenue, but that they should produce a large increase. The tenures in question had been expressly excluded from the 50 years' settlement, because they contained much jungle land and were capable of development; they should therefore all be re-examined and settled with reference to their present value.

In 1812 the pergunnah of Palamow in Chota Nagpore was sold for the arrears of the Government revenue due upon it, and was bought in by Government for Rs. 55,189-6-4-5, the amount of those arrears. By this sale the proprietary rights belonging to the previous holder, Maharajah Churaman Rai, vested in the Government, but many of these rights had been already alienated by the Rajah and his family, who had created various jaghires and other permanent under-tenures. The Government respected all these rights, reserving to itself only the Government rent payable by the jaghiredars on account of them, and the right of resuming those tenures the holders of which should die without heirs. These latter tenure which have lapsed since and have been resumed, together with those lands which had not been alienated before 1812, form the Khalsa lands, to which alone the present settlement related.

The Board reported that the settlement which embraces 401 villages was, generally speaking, for thirty years, but the arrangements were so made that all the farms would lapse at the same time, viz. 1894-95. It had been made direct with the ryots, the only middlemen between them and the Government being the farmers created by the settlement. The latter had been allowed ten per cent. on the present assessment, and the whole benefit of any extension of cultivation which might be effected during the currency of the settlement. Certain special tenures, known as the Manjhus and Mahtwana lands, had also been settled with the farmers at village rates; they holding these lands in virtue of their position as Government farmers, and being unable to obtain rights of occupancy on them. The claim of a farmer to be continued in his farm would depend solely upon his good management and behaviour, and if he lost his lease, he would also lose his Manjhus and Mahtwana lands.

One of the tenures prevalent in the estate was what is called the *puriadari*, under which the ryot pays the landlord only for his rice-land, and holds his up-land free of assessment. Where this system prevails, the farmer is bound to allow to each ryot a plot of up-land equal in area and quality to the rice-lands held by him; in many cases the rule is that each holder of low-lands may cultivate as much up-land as he likes. He could only levy grazing and forest dues from outsiders, not from residents of the village.

As to the cultivators, they had all been secured in their holdings, from which they could not be ousted except on non-payment of their rents. Where the *puri* system prevails, they may exchange the plot of up-land for another; they are therefore never put to inconvenience by land being obliged to lie fallow. They had to pay for any lands held by them in excess of their present tenures, but held homestead land free, and were exempted from *begari* or forced labour, from all *abwabs* and cesses, and had a right to cut what wood, &c., they might want from the jungle produce of the village.

The *jumma* of the present settlement was Rs. 35,868, being an increase of Rs. 23,621 upon the settlement of 1839, and Rs. 13,325 on that of 1859, the increase being mainly due to the number of tenures which have lapsed under the rule previously mentioned.

The Lieutenant-Governor, before confirming the settlement, asked for further information regarding the farmers; what their exact rights were; whether they were people who had previously held farms or not; of what nationality they were; whether they were headmen among the villagers or outsiders, &c., because, under the terms of the settlement, it seemed as if they were made what might be called rudimentary proprietors. Then as regards the *puriadari* tenure, the farmer had the privilege of distributing the up-land, and it was necessary to know what provision had been made to guard against abuses on his part of this power. It was also stated that the farmer had the power to sue for enhancement if by an outlay of capital he had converted lands of the second class into lands of the first class, and the like, which was not consistent with the statement that the settlement had been made direct with the ryots, the farmer having only a percentage for cost of collections.

Satisfactory explanations were given on most of these points; it was shown that the farmers were either descendants of those who had held

farms under the Rajah, or substantial residents selected from among the head ryots, or specially selected gentlemen of Palamow, or representatives of old landed families or headmen of villages, and that the ryots were themselves often consulted as to the farmer to be selected. The farmers held the position of tehsildars of the Government revenue, being paid for their trouble by a percentage on the amount collected; they were liable to dismissal for misconduct. The farm was vacated by the death of the holder and became absolutely at the disposal of the Collector; no alienation or sub-letting of the farm was allowed, such a proceeding would *ipso facto* render void the lease, nor had the farmer any real power to defraud a ryot by not allotting to him his proper share of up-land; he was bound by his agreement to give each ryot as much up-land and as of good quality as he possessed rice-land. A breach of these conditions on the part of the farmer would be treated as misconduct or oppression, and would cause him to lose his lease.

The explanation as regards the right of the farmer to enforce enhancement was not so clear, for while the settlement officer, Mr. Forbes, said distinctly that the farmer might sue for enhancement of rent a cultivator who benefited by improvements in the expense of which he had borne no share, the Commissioner wrote that the farmer had no such power, because a ryot could not be compelled to pay any more than he had agreed to pay for the lands in his pottah. If this was so, it was clearly wrong to tell the farmer that he could sue for enhancement, and the Lieutenant-Governor desired that the point should be cleared up, and that a copy of the form of pottah given should be submitted for his inspection.

Orders for the survey and settlement of the Bhootan Dooars were issued on the 1st October 1868, and the settlement of the Eastern Frontier was completed on 1st December 1870, and the report submitted during the year under review. The Dooars consist of several estates, viz. Bijnee, Cheerung; Sedlee, Rephoo, and Goma, of which the first is the most eastern, and the last the most western. In Bijnee and Sedlee the present settlement had been concluded for seven years on the basis of the existing cultivation, and the zemindars have been allowed $17\frac{1}{2}$ per cent. on the gross jumma for costs of collection and proprietary profits. The benefit from any increased rental, owing to additional cultivation, will belong to the zemindars, who will also, on the other hand, take the risk of all losses from desertion of ryots and other causes. The rates at which settlement has been made are Re. 1-8 per acre for lands of the first class, and 8 annas per acre for second-class lands. No assessment was imposed on waste land.

Of Cheerung the greater part is forest, which has been made over to the Forest Department, and the remainder has been settled with the ryots on the same terms as above; but the collections are made by a tehsildar on behalf of Government.

Rephoo and Goma have been farmed to neighbouring zemindars on the same terms as Bijnee and Sedlee.

The net assessment of the Eastern Dooars is Rs. 53,434, being an increase of Rs. 48,871 on previous payments under British rule; but it is said that, though taking land revenue alone, this is far above what was

paid in former days to the Bhooteas, it is not more than equivalent to what was taken by the latter, including all extra cesses and exactions.

In reviewing the report, the Lieutenant-Governor remarked that it did not appear that the ryots had been protected in their holdings, that whether their existing position would remain unchanged depended upon the zemindars, who, it was said, "would be sorry to lose them;" and His Honor directed that they should have leases at fixed rates for the term of settlement. This, at all events, should be so in Rephoo, where a new man had been brought in.

The Lieutenant-Governor thought also that, looking to the fact that his assessment had been largely increased, that he had lost the Rephoo estate and was about to lose his sál forest, the allowance to the Sedlee zemindar should be increased from $17\frac{1}{2}$ to 30 per cent. He also thought that too wide a right in the waste lands should not be recognised. Lastly, it was to be clearly understood that the position of the zemindars, with whom the settlement had been made for Rephoo and Goma, was merely that of farmers, and that Government reserved the fullest right to deal with the properties as it pleases after the expiry of the current lease. The recent completion of the settlement of the Western Dooars, where the Government revenue has also been largely raised, and where very large areas of Government forest and waste have been reserved from settlement, will be noticed in next report.

In 1871 special arrangements were made speedily to complete the

Cooch Behar settlement.

Cooch Behar settlement, which, for one reason or another, had hitherto progressed

but slowly. The land has been classified and assessed at rates on the average somewhat less than those introduced by the British Commissioner in 1800, and lower than those in the surrounding districts.

The new settlement is being made with the jotedars or holders of plough-lands (who are regarded in Cooch Behar as the owners of the soil under the Rajah) for a term which will expire three years after the Rajah attains his majority. All the cultivated land is being measured, holdings are marked off, and a careful record of landed rights is being prepared. The terms of the settlement are that the jotedar shall pay his revenue regularly according to the instalments specified in his lease, the lands being liable to resumption on failure.

The Lieutenant-Governor has insisted that the holdings of the ryots should be recorded, and that they should be adequately protected.

The completion of the settlement of one tract in Cooch Behar, namely of Pergunnah Roheemgunj, has been reported; this settlement was begun before the plans for the settlement had fully crystallized into shape; the increase in the revenue is therefore smaller, and the protection afforded to occupiers is less complete than will be the case in the rest of Cooch Behar. It is expected that the land revenue of the estate will be on the whole nearly doubled by the settlement.

In the extreme east of these provinces, in Assam, Jyntea, and

Assam settlements.

Cachar, we have settlements to all intents ryotwar, just as the permanent settlements in Sylhet and Chittagong were practically ryotwar; and again in the extreme west, as Khoordah in Orissa and in Palamow in Chota Nagpore, the ryotwar settlement is met with again.

In the whole province of Assam the settlement is completely ryotwar. In the first few years after the annexation of Assam in 1826, payments of revenue were made in labour and by a poll-tax. In 1832-33 a land-tax and a plough-tax were introduced, and the revenue was collected direct from the ryots, through the agency of the chowdree or mouzahdar in some districts, and in others by the mundul or village headman. These men collected the rents, receiving a commission for their trouble, and besides them no one else came between Government and the ryots.

The next step, some time between the years 1836-42, was to settle a circle of villages with the chowdree or mouzahdar for a short term of years; and though all the risks of collections fell upon the latter, he was remunerated by the additional rents for newly-cultivated lands, all of which belonged to him. At the time this system was introduced, the land revenue of the five valley districts of Assam—Kamroop, Sebsaugor, Luckimpore, Durrung, and Nowgong—was Rs. 6,14,000. When Mr. Mill wrote his report on Assam in 1854, the revenue had then increased to Rs. 7,43,000, and the opinion of all the Assam officers was that it fell very lightly upon the ryots, who were well off and who could easily afford to pay an enhancement. Moreover, the system of settling a circle of villages with the chowdree or mouzahdar seemed to have fallen into disuse, for the revenue system as described by Mr. Mill in the above report consisted of annual measurement of all lands held by each ryot, which were assessed with revenue at fixed rates which differed for each district. The cultivated lands of Assam were then, as now, divided into three grades, viz. *roopit* or rice land; *bari*, *bustee*, or homestead land; and *faringhattee* or high land suitable for seed crops; and what Mr. Mill drew special attention to was the unfairness of assessing the same uniform rate on all lands of each kind. In 1861 the question of increasing the Assam land revenue again came up for discussion; and though it was stated by the Commissioner that the land-tax might well be doubled all round, the proposal did not meet with full consideration, and orders were passed for raising the revenue rate on "other" lands 12 per cent. in all districts except Kamroop, where the rates were already higher than elsewhere.

Meanwhile, owing to the tea cultivation, a great deal of capital had found its way to Assam, wages rose considerably, labourers were imported from Bengal, and the price of ordinary produce in Assam rose greatly. This led to an extension of cultivation, which, together with the increase in the revenue rate just alluded to, brought up the land revenue to Rs. 9,16,077 in 1861-62, and to Rs. 12,23,568 in 1865-66.

In the year 1867 the Government of Bengal directed that the Assam settlement should be made with the ryots for all occupied land, and that waste lands hereafter to be occupied should be measured and assessed year by year. A proposal to import into Assam zemindars of the Bengal type, and to settle large tracts of country with them, was made by the then Board of Revenue, was warmly resisted by the Commissioner, Colonel Hopkinson, and was finally negatived by the then Lieutenant-Governor, Sir Cecil Beadon. The rates of assessment were almost doubled, being raised from 5 and 6 annas to 10 annas per beegah of rice land, to 8 annas a beegah for other land, and to one rupee for

homestead lands; and these rates were made applicable to all districts and all lands falling under the above classification. The whole country was to be divided into circles or mouzahs (as that term was somewhat inaccurately rendered), over each of which was a mouzahdar, who received 10 to 15 per cent. commission on his collections. It was intended that the settlement on those terms should run for a considerable period, say ten years, but a discretion was left to the Commissioner, who feared lest a long term of settlement, coupled with a heavy increase of rate, would frighten the ryots, and the result has been that very few settlements for over a year have been made. The fiscal result of the new rate of land-tax is this—that the land revenue of Assam rose from Rs. 12,88,509 in 1867-68 to Rs. 20,77,540 in 1868-69.

There had up to September 1871 been no reports as to the effect of this last settlement in the various districts of Assam; but the attention of the Lieutenant-Governor was drawn to the subject on his tour through Assam. He most fully recognized the justice and wisdom of the decision which directed that the occupied lands of Assam should be settled with the cultivators themselves; he admitted that the settlement whereby the Government revenue over a whole province had been nearly doubled in a single year was a remarkable success; still it seemed that there were points in the Assam settlement requiring further consideration, and to which experience gained at land-revenue settlements in other parts of India might be usefully applied.

Such, for instance, was the system on which all lands according to their respective classes were assessed at a uniform rate in each district, and the rule whereby newly broken up land was assessed in the first year at the same rate as old and long occupied lands. Further, it appeared that in Luckimpore and one or two other districts the new settlement had been followed by a large falling off in the settled area, much of the land relinquished being probably fallow land. Luckimpore was a peculiarly remote and jungly district, with other special disadvantages of its own, and yet the rates prevailing in Assam generally seemed also to be current there. Now these rates were very much higher than those prevailing in other backwood districts, such as Cachar, the Soonderbunds, and were enormously higher than those which were usually offered to a new settler to induce him to reclaim jungly land; therefore one point which required special consideration was whether the rates in Luckimpore might not very properly be reduced. Again it seemed very much for the interest of the ryots that they should be induced to take lands, cultivated, waste, and fallow, on seven-year or ten-year leases, instead of on annual leases under a system whereby half the ryots in Assam went through the form of throwing up their holdings every year, taking again at the cultivating season either the same or other lands. Full reports were received from the Assam revenue officers on these points after the close of the year under review. Their purport was that the rates of land revenue were not too high, that they were easily and promptly paid, that even in Luckimpore the new revenue rates did not press heavily on the ryots, and that the ryots were very much averse to taking long term settlements. The Lieutenant-Governor, after weighing all these opinions, decided that in view of the possible change in the administration of Assam, he would not move further in the matter. At the same time he recorded his very

decided view that there must be room for improved fiscal arrangements when in a country like Assam, where excellent virgin soil was abundant, where the yield of rice per acre was extremely high, and where the population was almost wholly engaged in agriculture, still the average size of a ryot's holding was only a very few acres, the price of rice continued to range higher than in any Bengal district outside Calcutta, and the province had to export rice from outside to feed its population. It seemed to the Lieutenant-Governor that if each ryot were allowed his plot of rice land and a plot of waste land on a ten years' lease or longer, he would certainly cultivate more land and produce more grain than under the present system, whereby he has at once to pay full revenue rates for every fresh rood of land he reclaims from the jungle.

WORK DONE UNDER THE CHOTA NAGPORE TENURES' ACT II (B.C.), 1869.

The necessity for this Act arose under the following circumstance:—
In Chota Nagpore there are three classes of tenures of land—

- (1) The rajhahas, which is equivalent to ordinary rent-paying land.
- (2) Majhahas, which is the home farm of the landlord.
- (3) Bhuinhari, which is land that has been cleared by the holders or their ancestors at a time antecedent to the incoming of the zemindar, and which is held either rent-free or at half rates, and which also carried with it this privilege that a bhuinhar absentee who returned to his village was entitled to claim back his bhuinhari land.

For many years the zemindars and farmers had striven their utmost to reduce the privileges of the bhuinhars and to filch from them portions of their land in order to annex them to their own majhahas or nijjote lands. Up to about 1857 it may be said that the zemindars were entirely in the wrong, and that their conduct led to the quarrels being re-opened in 1858-59, when a new element was introduced. Those Kôls who had become Christians manifested a more independent spirit than their pagan brethren, and in several instances successfully asserted their rights against the landlords. The strife was the more embittered because it was a question of races: the Hindoo landlords were all on one side, and the aboriginal Kôls, who constitute the majority of the population, were on the other side. The Hindoos had on their side the power of the purse, the advantages of a landlord's position, and skill in litigation; the Kôls had on their side merely numbers and a strong love for the soil which they believed to be their own. Affrays took place and blood was shed, and it became necessary to arrive at some easy and summary way of settling the disputed claims.

For this purpose one Lokenath Sahee was appointed in 1859-60 to hold a summary inquiry in each village, and to record the rights to the land of the bhuinhars only. He effected a good deal, and the villages in which he made his inquiries, from having been the most disturbed, became the quietest in the neighbourhood. Lokenath Sahee, however, died in 1862, and his investigations were not carried on, partly because it was said that the passing of the Indian Councils' Act took away from the Government the power of passing such summary orders in non-regula-

tion provinces; and so from 1862 the question was allowed to rest. At the end of 1867, however, a petition was presented to Government signed by Noah, Eleazer, and others, and professing to emanate from 14,000 Kôls professing Christianity; they said that they were being forcibly dispossessed from their ancestral holdings and lands by the oppressions of the Rajah, and they applied for redress.

After consultation with Colonel Dalton, the Commissioner of Chota Nagpore, it was then determined that the cause of irritation could best be removed by deciding the respective claims of the zemindars and the ryots. This led to the introduction, and finally to the passing early in 1869, of the Chota Nagpore Tenures' Act, which provided for the appointment of Special Commissioners to record the two classes of tenures known as *bhuinhari* and *majhahas*, and enabled the *bhuinhars* to commute the personal service which they were obliged to render to their landlords for a money rent, to be fixed in each case by the Special Commissioners. There are now two of these officers at work, and they have made considerable progress; but very much more remains to be done. Among the aboriginal villages personal service is universal, and not a single application was made to commute it for a money rent, though the Superintendent took pains to point out to the *bhuinhars* the advantages they would get by it. The whole cost of the work is paid by the Government, and no share is borne by the Rajah of Chota Nagpore, who holds his vast estate on a peppercorn rent fixed at the permanent settlement.

SONTHAL LAND AFFAIRS.

The disturbances which took place among the Sonthals have been already noticed under "Political;" but inasmuch as the origin of their grievances was intimately connected with the administration of the land, some mention of the matter in this chapter is desirable. The Sonthals are by nature a sort of backwoodsmen. They are most industrious, and even skilful, clearers of the jungle and reclaimers of the soil, but they do not cultivate highly when the ground is reclaimed, and very much object to paying high rents. They fairly think the land is his who first tilled it; that they have a sort of property in the land, and should be called on to pay only the plough-tax, which is familiar to them. If pressed beyond that, they would rather retreat further into the woods and make new reclamations in places where they would not be molested. Unfortunately, however, they have reached the extreme limit of retreat, and now find themselves on the borders of the plains of the Ganges, at the very place where competition for land is keenest, and where rack-rents are screwed up to the highest pitch.

Nor, like the Hindoos with whom they are brought in contact, are they prone to litigation; on the contrary they are most averse to it. Not understanding our legal system, they are at a perpetual disadvantage with their zemindars, who both know it thoroughly and work it unscrupulously. To the Sonthal the Government is the lord of the soil, the fountain of justice; and it is a thing which he vainly tries to comprehend why the demands of the Government on the zemindar should be limited, while claims of the latter against himself are absolutely without bound. Another grievance is to be found in the conduct of those farmers to whom whole tracts of villages are made over by the zemindars, and whose single

aim is to squeeze out from the cultivators the greatest possible amount, and who in consequence have resort to full renting the Sonthals and harassing them by constant enhancements.

For instance in the year 1861 a European planter took a farm of certain land in Sonthalia, the rental of which in the hands of the late native owner was stated to have been from Rs. 12,000 to Rs. 14,000 a year; in the course of three or four years he raised it to Rs. 60,000, the result being Sonthal gatherings and threatened disturbances.

Perhaps, however, the grievance most deeply felt, and which is the most to blame for the disturbances that took place in the year under report, was the decision which declared that the Sonthal village headmen—manjhees, as they are called—had no rights; the result being that numerous evictions of these headmen took place to their immense dissatisfaction. The magnitude of the evil which this decision caused can be understood if the position occupied by the manjhees is considered. They are the life and soul of the villages of which they are the respective heads. When a Sonthal hive settles in the jungle to clear a location and reclaim land, the manjhee is to the Sonthal hive what the queen bee is to the hive of bees; they cannot get on without him. The revenue to be paid is settled with the manjhee by some process of distribution of their own, and each Sonthal knows what he has to pay; they will not deal as individuals.

The aversion of the Sonthals to litigation, and their profound ignorance of our legal system, has already been alluded to; but, notwithstanding this, the policy had at one time, under Sir Cecil Beadon's Government, been pursued of introducing into the Sonthal Pergunnahs the regular laws. Had it not been for the order introducing these laws, the local officers would have had the fullest powers as regards all cases below 1,000 rupees in value; but as respects cases over that amount, the Civil Courts' Act did not give the power given to the local Government in regard to Assam and Chota Nagpore of investing officers with the power of a Civil Court, and of their enabling them to take up these cases. As matters stood, a zemindar who valued his suit over 1,000 rupees could take it before the regular Civil Courts, where the Judges would be obliged to try it according to the regular procedure, and the Sonthal manjhee, unless able to adopt the tactics of his opponent, would have no chance.

The case of the Sonthals was aptly described by the zemindar of Mohespore in a letter to the Deputy Commissioner, and the remedy he proposed went to the root of the matter. He said that "all the British subjects, with the exception of the Sonthals, are happy as regards the enjoyment of the benefits of law. The latter being unable to enjoy the benefits of law on account of their gross ignorance, are oppressed by the zemindars, who understand it well. The Sonthal, who by dint of his exertion and labour clears a jungly tract, and lays the foundation of the village, is ousted from it by his zemindar, who is permitted by law to do so easily. This is heartrending to a Sonthal." Under these considerations the Rajah suggested that "instead of applying the laws of the Regulation Provinces to the cases of the Sonthals, it would be better to have their cases determined by the discretion and judgment of able and impartial judicial officers. The customs and laws of the land

should be also observed. The first cultivator of a clearing ought not to be ousted out of it, but rent should be adjusted by the judicial officer of the place. Besides the rent, no money should be taken from the Sonthals in any shape."

The above suggestions have practically been carried out, for on the recommendation of the Lieutenant-Governor the Statue 33 Vic., cap. 3, has been made applicable to the Sonthal Pergunnahs, and in accordance with its provision a draft regulation has been sanctioned (the details of which will be found in the Legislative chapter of this report), which enables Government to arrange on a satisfactory and proper footing the rights which these people possess, and which, it is hoped, may now be secured to them.

REDEMPTION OF REVENUE IN GOVERNMENT ESTATES.

During the year 472 petty Government estates, paying an aggregate revenue of Rs. 281-9-5½, were redeemed by the payment of Rs. 4,862-1-4. Of these, 193 estates, with a revenue of Rs. 76-15-7, were in Chittagong; 230 estates, with a revenue of Rs. 77-11-11, in Sylhet; 25, with a revenue of Rs. 56-0-11½, in Calcutta; and 24, with a revenue of Rs. 70-13-0, in the suburbs of Calcutta. Up to the close of the year 16,446 estates, bearing an aggregate revenue of Rs. 9,153-7-2, had been redeemed by the payment of Rs. 1,11,676-12-9½. There remained 63,094 estates paying an annual revenue of Rs. 89,942-14-7½, which, if they are ever all redeemed, will, it is expected, fetch Rs. 17,45,231.

SALE OF GOVERNMENT ESTATES.

In April 1871 the Board of Revenue submitted a report which had been called for from them at the end of 1869, relative to the sale of the proprietary right in Government estates in Bengal. It appeared during the ten years from 1859 to 1869-70, 5,401 estates, bearing a total Government revenue of Rs. 11,85,826, had been sold for Rs. 1,07,60,341, and that 1,887 estates still remained for sale.

The Lieutenant-Governor regretted that this report did not furnish him with those particulars which he most wished to know: for instance, nothing had been said about the effects of the system which had hitherto been pursued; how it affected the happiness of the people; whether the ryots on the land were left with nothing more than the rights which a strict interpretation of the law gave them, or whether any privileges were conceded to those who were deserving amongst them before they were made over to the auction purchaser. In the meantime the Lieutenant-Governor prohibited all further sales of Government estates until a full report had been submitted with respect to the course to be pursued in future towards such estates.

The Board, in their reply, recapitulated the previous correspondence which had terminated with the orders that Government estates should be sold. The three main reasons why the measure had been proposed were—(1) that direct management by Government officers was expensive and generally unsuccessful; (2) that if temporary leases were given, the stimulus to improvement which a permanent interest in the property

improved would give was lost; (3) that if the estates were sold with a jumma equal to their present net annual collections, their sale price would be a clear gain to the State. It was recommended, however, that certain principles should be observed in carrying out the proposal; thus—

- (1) No estate should be sold without its having been previously settled.
- (2) In permanently settled districts, the jumma should, as a rule, be fixed in perpetuity.
- (3) In case of a large uncultivated area, right to resettle after a term should be reserved.
- (4) No estate contiguous to a town or suburb should be sold.
- (5) An upset price should be fixed before advertisement, and the sale made to the highest bidder above that price.
- (6) Purchasers should be bound to respect the rights of resident cultivators who had signed the jumma-bundee made by the revenue authorities.

In submitting the question to the Government of India in the year 1859, the then Lieutenant-Governor had especially noticed the fact that the sale of the estates would place in the hands of Government a large sum of ready money, which was at that time sorely needed, and would also relieve Collectors of the management of them, which, owing to the want of proper *tehseldaree* establishments, they could never efficiently perform. The Government of India sanctioned the measure, and desired that it should be immediately carried out.

It seemed to the present Lieutenant-Governor that the subject had hitherto been discussed only from a financial point of view. His Honor thought that the welfare and condition of the people who had long held under Government was an important element for consideration; and although many of the estates had been bought in at auction, there were many other estates, such as alluvial lands or land reclaimed from the Sunderbuns and other jungles, which had been made what they now were by the labour of the very persons now sold off as *ryots*. The provision that purchasers were bound to respect the rights of the resident cultivators had, the Lieutenant-Governor gathered, been merged in the general provisions of the law by which a certain limited protection is given to certain classes of *ryots* on all estates, but no special consideration was shown to any of the persons who had reclaimed the land or otherwise held a long time under Government.

The Lieutenant-Governor did not look upon the orders of 1859 as conclusive, but thought that the matter might properly be reconsidered by the light of past experience; and therefore he adhered to the *ad interim* order he had already given prohibiting the sale of these estates until a sufficient report on the past working of the system and the requisite information regarding the remaining estates had been received. Exceptions, however, might be made in the case of small plots of relinquished railway land sold free of revenue, and of the small Sylhet estates which had been ordered to be sold without any settlement whatever; but as regards these latter, if any cultivator or other person having any sort of claim by possession or otherwise wished to buy, he should have the option of doing so at an easy valuation.

PROCEEDINGS UNDER ACT X (THE LAND ACQUISITION ACT) OF 1870.

The Board of Revenue, in reporting on the working of the new Land Acquisition Act during the year 1870-71, said that so few important cases had been completed under its provisions, that they had not sufficient data on which to come to a decided conclusion either in regard to the comparative rapidity with which cases might now be expected to reach completion, or in respect to the realization of the expected advantage to Government from the disposal of questions of valuation by an impartial judicial authority. The same remark still to a great extent holds good. Enough cases have not yet been disposed of to supply data for conclusions either in regard to the proportion of cases likely to be referred to the Civil Courts under the new procedure, or to the average delay in the disposal of cases so referred. As concerns valuations, the following figures, obtained by examination of the returns in the Office of the Board of Revenue, give some information. It has been ascertained that the total area of lands occupied since the beginning of 1865-66 under Act VI, 1857, is 25,802 acres, and that the total compensation paid for that area is, including abatements of revenue capitalised at 20 years' purchase, Rs. 52,92,826. This gives an average payment of Rs. 205 per acre. During the last two years 233 acres only have been occupied under Act X, 1870, and the total compensation paid has been Rs. 25,564, or Rs. 110 per acre. The average compensation paid away during the earlier period was very largely increased by a single payment of over £90,000 sterling for coal-mining rights over certain lands in Chota Nagpore. The East Indian Railway Company required these lands for coal-mines; the land was wild and unproductive, and belonged to a petty service-holder, who paid Rs. 400 a year land revenue to Government. The owner, however, knew that his coal was valuable, and he had on occasions offered his coal-mining rights to the local officers for the sum of Rs. 60,000 down, or for a yearly payment of Rs. 4,000 a year. Instead of the land being obtained at a reasonable cost through the local officers, who knew all the circumstances, a special officer was sent up to the place from Calcutta, who, without consulting the local officers, awarded the enormous compensation of nearly £100,000.

The total area of land occupied during the year under both the old and new laws was 1,237 acres, for which compensation to the amount of Rs. 1,63,130 was paid in cash, and abatements of revenue to the extent of Rs. 403-6-8½, equal to a further cash payment of Rs. 8,068, were allowed. Of the whole amount, Rs. 17,067 were defrayed by municipal authorities, and the balance by Government. The question whether, in consideration of the fall in the value of money, abatements of revenue shall in future be capitalized at 25 instead of 20 years' purchase, has not yet been disposed of by Government.

It is the opinion of the Lieutenant-Governor that the Act should be carefully watched, for he has great misgivings whether the payments made by Government under amicable adjustments, as well as under arbitration, are not in some cases, if not in most cases, far beyond the value which would be given for the land by any private proprietor. Cases have occurred in which the truth of this view has been very clearly mani-

festated : thus, when it was proposed to take up land on the Mutlah for the purpose of constructing a battery, a site on the Edoo Khal in a Sunderbun grant was fixed upon. The land was nothing more or less than wild jungle,—not only not cultivated, but hardly capable of reclamation, and infested with noxious wild animals. Notwithstanding this, an award was given by the arbitrators in the case by which the land was valued at Rs. 240 an acre, and a total sum awarded of Rs. 16,392-2-5. The proceedings were reported to have been irregular and illegal, and the Lieutenant-Governor declined to pay away the public money without an order of Court. The owners of the land sued Government on the award, and the case has been decided in the Judge's Court in favour of Government.

WARDS' ESTATES.

According to the provisions of the old regulations, the Government originally undertook the management of the estates of minors or incapable proprietors with the object of securing its own revenue, but now that the collection of the latter is regularly and punctually effected, there is no further need on this score for Government interference, and revenue officers who take charge of such estates have hitherto made it their principal business to see to the proper education of minor proprietors and to extricate every ward's estate from any difficulties into which it may have fallen, and to hand it over to its owner, not only relieved of all embarrassments, but with a large accumulated balance as well. A report received from the Board of Revenue shows that there are at present in the regulation and non-regulation districts of Bengal eighty-six of these estates, and that some of them, notably Durbhunga and Paikpara, have very large rentals.

It seemed to the Lieutenant-Governor that in undertaking the management of these estates, it was our duty to reform in one way as well as another, and that we should strive to make them models of what landed estates should be, both in respect to the strict exaction of a landlord's rights, and to the performance of a landlord's duties. In order to effect this, the first step that was necessary, and which the Lieutenant-Governor determined should be done in every ward's estate of which the finances would admit of it, was that each estate should be surveyed, the names, conditions, and rights of every holder in it recorded, and the disposition of the land, both cultivated and waste, regulated. This done, arrangements for the collection of rent could without difficulty be made with the ryots or headmen of villages direct, or if it were necessary to have recourse to farmers, the position of the latter would be that of mere collectors, as what was due from each ryot would be exactly known. Under these circumstances, nothing like the noxious farming system which prevailed in Behar, and by which villages were let out for terms of years to mere speculators, who made as much out of them as they could, would be necessary. Commissioners of divisions were accordingly called upon to report on what wards' or Government estates the proposed settlement operations might be first undertaken : and here the matter at present rests. Various other measures were also suggested for making these estates models of management in every way, but as the details are still under discussion, they are reserved for next year's report.

But whatever good might have resulted to a ward's estate under a system of management such as that just indicated, it would be in the minor's power, on coming of age, to undo much of that good unless he had himself received such an education as would enable him to appreciate the improved condition of his estate. If he were sufficiently enlightened to do this, there would be every prospect of his continuing the system, though perhaps of his own accord he would never have originated it. The Lieutenant-Governor therefore took into consideration the question of the education received by the wards at the Calcutta and Benares institutions, and desired the Board to submit a full report upon them, showing how far they had succeeded, and whether or not they afforded a better education than could be obtained from private tuition.

The Board showed that on the 31st March there were eighty male minors then under the care of the Court of Wards; ten were at the Calcutta institution, and seven at Benares; thirty-five were receiving education at Government, Missionary, or Aided Schools; eighteen were under private tuition; seven were for various special reasons receiving no education; and for the remaining three, who had only lately come under the Court, no arrangements had yet been made. There were, therefore, more boys who received their education away from home than at home. While at school the boys were removed from the influences of the zenana, but they were not in any way restricted from receiving visits from their relations and friends, nor was any check put upon their intercourse with their own dependants; on the whole, a boy's position in regard to companionship was not materially altered by his being removed to the Sudder Station to attend the Zillah School. As to how wards turned out, and whether private education, or education at local institutions, or education at Wards' institutions, had the best effect, opinions differed; but it seemed clear that the system adopted had not, as a whole, led to satisfactory results in most instances. Of most of the wards, wherever educated, the local officers had not much to say. In Orissa the Commissioner gave a very bad account of them, but in other places, while they appeared no worse than their neighbours of similar position, they had not, on the other hand, shown themselves to be any better, or to be possessed of more liberal or enlightened views. The Board thought, as regards the various agencies by which education was imparted to minors, the balance of opinion of the local officers was in favour of Wards' institutions for those who could afford the expense, and that for the others nothing better than Government and Missionary Schools could be found. As regards private tuition, the Member in charge considered that the attempt to impart English ideas, tastes, and habits through native agency could not succeed; this could only be done through the medium of an English gentleman, and he instanced the cases of the young zemindars of Paikpara and Durbhunga, whose education was being conducted by English gentlemen, and which he considered was of better class and character than that which other wards were receiving.

The Lieutenant-Governor thought that the report of the Board was not very complete, and that, looking at the small numbers of boys who passed out of the Wards' institutions every year, the history of a few of them might have been followed, so as to ascertain how many had died

from the effects of drunkenness or other debauchery, how many had become distinguished either for good or for evil, and how many had turned out good citizens. The evidence that had been submitted was not conclusive one way or another, and did not seem to warrant any immediate change in the management of the Calcutta Wards' institution ; while as to that at Benares, the Commissioner of Patna's report would be awaited. The Lieutenant-Governor agreed with the Board that for those who could afford a competent English tutor, private tuition was the best ; but he felt most apprehensive about the want of system with regard to those wards who were neither sent to the institution nor provided with private tutors. Finally, the Board were desired to inquire whether arrangements could not be made for a boarding-house at Dacca, Patna, and Hooghly, under one of the European Professors, where the children of the richer natives might be placed, and who, while they would come in contact with other youths of their own age, would by constant personal intercourse with an English gentleman learn something of English thought and the best English modes of life.

CANOONGOES AND PUTWAREES.

The original position of a canoongoe was that of an officer appointed by Government to keep the public accounts of a pergannah, to receive and check the returns and registers of the zemindar and other local officers who collected the public revenue. The putwaree occupied the next lower grade in the local agency, and performed the duties of a village accountant.

In the Regulations of 1793 all zemindars were required to maintain putwarees and to file their accounts with the canoongoes. The Government resumed the allowances for the support of canoongoes and undertook to pay them, but adequate provision for the purpose was not made. In section 23, clause 4, Regulation VII of 1799, Collectors were called upon to ascertain whether putwarees had been universally appointed, and to appoint them where they were wanting. In 1815 the Court of Directors desired that putwarees should be transformed from zemindari to Government servants, and paid from Government funds, but their directions were not carried out in consequence of the many difficulties which presented themselves and the expense which the change would involve. Putwarees were therefore left as they were, in the position of zemindari servants, but canoongoes were appointed to supervise them, and their accounts were made available for reference, both by the Courts and the Government revenue officers. Regulations regarding putwarees and canoongoes, were passed in 1817, 1818, 1819, and Regulation I of the latter year provided for the re-establishment of canoongoes, and at the same time defined the position and duties of putwarees ; and accordingly, throughout Bengal, with the exception of four districts, canoongoes were appointed. Complete success, however, did not attend the measures taken, for in 1827 the Board reported that the canoongoes had effected but little towards the main object of their appointment ; that their action met with systematic and determined opposition from the landholders, who in most cases failed to appoint putwarees, or, when they did appoint

them, refused to pay the allowances, dismissed them without warning, and did not allow them access to their real records: hence the attempt to obtain reliable information from the putwarees was said to be hopeless. The eventual result was the abolition of canoongoes in most of the districts in which they had been appointed, except in a few selected ones, where for special reasons a few canoongoes were retained; they do not, however, exist in these districts now, and the history of their subsequent disappearance is not known. Putwarees were supposed to be in existence everywhere by Regulation IX of 1833, which amended the settlement law and enacted that duplicates of the putwarees' accounts should be filed in the Collector's office. In 1837, however, it was brought to light that the provisions of the law had been complied with only in Purneah, Noakholly, and Tipperah; that there were no putwarees at all in Dacca, Moorshedabad, and Hazareebagh, and that in other districts they existed merely as "servants of the zemindars."

The Supreme Government at first wished that the law should be enforced everywhere, but finally agreed that it should be introduced gradually, and that Cuttack, in which settlement operations were then going on, should be the district in which the experiment should be first tried. This was done, but in 1849 the Board proposed that section 16, Regulation XII of 1817, under which putwarees are required to file accounts, should be rescinded, as well as the sections of Regulation IX of 1833, which require accounts to be furnished by zemindars. As, however, the system, which had not been accepted in Bengal, had during the previous ten years been considerably developed in the North-Western Provinces, the Government of India did not agree.

From this date the subject dropped out of sight until 1863, when the Commissioner of Patna reported the disorganized state of the putwaree registers in his divisions and asked for instructions; but no steps were taken, the orders passed by Government being that "the matter had better rest where it is."

The occurrence of the Orissa famine brought into prominent notice the necessity of organizing some local agency between the zemindar and the people, who might at all times be relied upon for timely information. Attention was therefore naturally drawn to the putwarees and canoongoes in that province, and the local authorities were directed to report on the best measures for reviving them, improving their position, and bringing them into a condition of active utility.

A scheme, having this object in view, was accordingly submitted to the Government of India, who to a certain extent approved of it, and sanctioned some of the proposals which it put forward. Thus they agreed that the number of existing canoongoes should be reduced, and the emoluments of those who were retained increased. A large canoongoe establishment at a considerable expense to Government was sanctioned. As regards putwarees, they did not think it wise to dispense with them, for their utility in collecting statistics and other local information was admitted; and they thought that putwarees might be dealt with in the same way as canoongoes, whose assistants they should be, and that their number should be reduced, and the position of those retained improved. As such an officer was said not to be necessary for revenue

purposes in every village, the plan, which had been found to work in the North-Western Provinces, of appointing one putwarree to a circle of villages might be tried. In conclusion, the task was set this Government of devising some means by which the putwaree might be made at no great expense a really valuable assistant to the canoongoe. The steps taken were to call upon the Board to carry out gradually the arrangements regarding canoongoes in Orissa which had received sanction, and to lose no time in preparing rules defining the duties, &c., of these officers in their altered positions. As regards putwarees, a report on various points was called for, but before reciting the measures which have been adopted towards these officers, the action taken with respect to canoongoes will first be dealt with.

The Commissioner of Orissa reported what he had done in the way of re-organizing the canoongoes in his division. He had dispensed with the services of all except 53, of whom 3 were to be located at the principal stations of Pooree, Balasore and Cuttack, and the remaining 50 to be distributed throughout the interior, and he prescribed rules regulating duties to be performed by them. In 1871 the present Lieutenant-Governor questioned the ability of the canoongoes to perform the duties assigned to them in the Commissioner's rules if they were not allowed any office or establishment. To remove the difficulty about offices and establishments, an allowance of Rs. 1-8 to every canoongee keeping an office, and a chain-man on Rs. 6, were sanctioned from the 1st December 1872. The rules proposed for the guidance of the canoongoes were approved, but an instruction was added that they should collect whatever agricultural statistics might be required of them. The Lieutenant-Governor thought that the canoongoes should most certainly be under the sub-divisional officer. In order to secure good canoongoes in the future, he hoped that encouragement would be given to the sons of those officers to study surveying, facilities for learning which were now provided in the zillah school.

As regards the putwarees in Orissa, the Lieutenant-Governor thought that a gradual advance might be made as had been done in the North-Western Provinces, and that as under Regulation XII of 1817 the Board were empowered to authorize one putwaree to do the duty of two or more villages, and to exercise very stringent control regarding remuneration, this would enable the Government to go as far as was desirable at present. As to the resumption of putwaree jagheers and allowances, the Lieutenant-Governor was opposed to it on the broad ground that it was part of the settlement arrangement that a portion of the village assets should be set aside for the maintenance of an accountant for the benefit of Government, the landlord, and the people, and that during the currency of the settlement it would be unfair to put a stop to that arrangement.

After some further correspondence the Lieutenant-Governor accepted the proposal that no new distribution should be made of putwarees in those estates of which the settlement papers had made provision for these officers, but he desired that those existing should be fully utilized, and be compelled to perform the duties of their office.

In reporting on putwarees throughout the rest of Bengal, the Board said that they existed as an institution only in the two Behar divisions, Patna and Bhaugulpore, and in Sylhet; that in the former they had become nearly the servants of the zemindars, and that the duties which they were by law required to perform had become obsolete in permanently settled districts.

In Sylhet the putwarees were now employed in collecting the revenue of the numerous small estates which are a peculiarity of that district. When Act XI of 1859 was introduced, and it became the law that estates should be sold for arrears of revenue, there was no necessity for so many putwarees. Their number was reduced; they were brought into the sudder stations because they were said to do more harm than good in the interior, and were employed in keeping accounts and collecting arrears of revenue in temporarily settled estates.

In the Patna division, however, the late Commissioner, Mr. Jenkins, took great pains to re-invigorate the putwarees in his division. The law regarding them (Regulation XII of 1817) had become a dead letter, but it turns out that the putwarees remained nevertheless, and in 1869 he called 'the attention of the Collectors to its provisions and requested them to see to the putwaree registers at once. The result is, that the law is now in full force in all the districts of the Patna division. Registers have been carefully compiled, and whenever it is necessary to collect local information on any point, the services of the putwarees are made use of, and in taking the census they were universally employed with complete success. In order to make the putwarees really useful, Mr. Jenkins has advocated the re-appointment of canoongoes who should supervise their accounts, and should themselves be at the head of an office of record of landed rights to be established in every Collector's cutcherry.

An examination of the local agency, by the aid of which the census had been taken, resulted in some very interesting discoveries. Not only was it found that putwarees existed throughout the districts of the two Behar divisions, but they were found also to be almost universal in Dinagapore and Rungpore, and also to some degree existed in some of the eastern districts other than Sylhet. Thus the Collector of Noakhally mentioned that 93 of the enumerators employed by him were putwarees, and though he subsequently explained that they were now little more than zemindars' servants, it was nevertheless clear from the Commissioner's report that putwarees in all the districts of Chittagong continued to act under the Collectors in accordance with the regulations up to 1837. Their connection with Government officers then appears to have ceased, and they became, as in the Rajshahye districts, the servants and gomastahs of the zemindars.

Allusion has already been made to the Sylhet putwaree in connection with the condition of these local officers throughout Bengal generally, but some further account of them may be desirable. The term putwaree cannot properly be applied to the Sylhet officer,—at any rate, if the same meaning is attached to it as in other parts of Bengal. They more nearly

correspond to canoongoes. The Sylhet putwaree is not a village accountant, but a Government officer employed chiefly in duties connected with the collection of the Government revenue. At the time of the decennial settlement, Mr. Willes, the then Collector, divided the district into various zillahs, and collected the revenue in each through the medium of a chowdree, provision also being made for pergunnah putwarees. In 1857 the pergunnah putwarees were abolished, and ten zillah putwarees were appointed, with chuprassees attached. Their duties were to identify the lands of mehals which had been sold by auction; to collect arrears of revenue in temporarily settled estates; to inquire into the assets of such estates; to undertake their khas management when they fell under attachment, and other duties of a like character. In 1867 the Bengal system of selling for arrears of revenue having been fully introduced, their number was greatly reduced, and the whole establishment is now located at head-quarters, and is employed in the collection of the current and arrear revenue from the *elam*, *halabadi*, and temporarily settled estates, and generally in other business connected with them.

PROCEEDINGS UNDER THE RENT LAWS.

Of notices of enhancement, relinquishment, and deposit, there were 10,440 filed during the year, which with 1,103 pending from the previous year, made a total of 11,543; 64 were withdrawn, service was reported of 11,333, and 146 were pending.

Rent suits still remain with the revenue courts in the Cooch Behar, Orissa, Chota Nagpore, and Assam divisions, and in the district of Cachar.

The new Rent Law, Act VIII (B. C.) of 1869, transferring rent suits to the Civil Court, has been extended to all the regulation divisions except that of Orissa, and the respective Commissioners were at the time of its extension desired to watch how the new law worked, and to submit reports on the subject. Those reports have now been received and are still under consideration. It is said that complaints are made as to the delay which occurs both in getting a case decided and in obtaining execution of decrees after they have been obtained. Other complaints are the difficulty which is experienced on the part of landholders in getting payment of deposits made in their favour by ryots, and the increased expense which attends litigation in the civil courts. There must not be left unmentioned another objection which, to Government at all events, is of importance, viz. that the transfer of rent suits from these courts has deprived revenue officers of the principal means they had of becoming acquainted with the land tenures of their districts, and also of knowing how matters stood between zemindars and their ryots.

But the change is not without its advantages. These are that the civil courts presided over by trained judges are an improvement upon the revenue courts; that whatever executive officers may have suffered by the change in other ways, they have been saved a great deal of time by it, which they have been enabled to devote to the performance of other duties; and thirdly, that the closer proximity of civil courts

has been a great advantage to suitors. It does not, however, appear that this latter advantage is everywhere felt. Thus in his annual report this year the Commissioner of Bhaugulpore quotes the following remarks of the Magistrate of that district :—

“The people of the south in the Banka sub-division are as a rule poor: there are many Sonthals among them, and they are an ignorant lot. There is no doubt that they are, so to speak, oppressed by their landlords, and I had several complaints made to me that since the Act X cases were transferred to the civil courts all the inhabitants of this sub-division have to go to Bhaugulpore. The ryots cannot afford to do this; their crops are illegally attached and they are powerless. It is I know from experience far from uncommon to *prevent* a man reaping his rice till he has either paid rent which may be due, or an increased sum over his real rent—and cut his crop he dare not. I was in this sub-division just at the time of cutting crops, and I explained to the ryots and to one zemindar that this act amounted to an attempt to extort, and that a charge of this nature, if brought in the criminal court at Banka, would be severely dealt with. This undoubtedly occurred in the zemindari of one Munorunjun Singh, of Kukwarah, and in that of Rajah Leelanund Singh; the latter zemindar of course would be in perfect ignorance of this, and I spoke seriously to his brother at Jallalabad and a newly appointed agent, and as no charges were brought subsequently, I believe the ryots were ultimately allowed to cut their crops. That a zemindar should have the power to bully his ryots in this way, even for rent fairly due, in the face of the law, is due solely to the fact that there is no court near at hand for the ryots to seek redress. This sort of thing does not go on in the north of the district, where not only a Moonsiff is stationed, but where the inhabitants are very much better off, and of a different stamp altogether.”

The delay complained of in the disposal of suits is attributed to two causes, viz. that the procedure under the new law is less simple than under the old one, and that the judicial agency is insufficient, and the question how the arrears which have accumulated can be cleared off is at present occupying the attention of Government. As to the difficulty which a landlord experiences in getting from the civil court refunds of money which he has himself deposited, or payment of deposits made in his favour by under-tenants, rules were issued by the High Court in March last with the object of remedying the evil. The last complaint, that litigation in the civil courts is more expensive than in the collectorate courts, does not seem to be well founded; the additional expense, if it exists, is not so heavy that a grievance can fairly be founded upon it.

ILLEGAL CESSSES AND TRANSIT DUES.

In November last the local authorities brought to the notice of Government the extent to which the zemindars of Balasore exacted from their ryots payments over and above the rent properly due from them, and they enumerated some twelve cesses which were levied regularly, and as many as twelve others which were demanded as occasion arose. Among the former were the *tar khurcha*, a rate of pay for telegraph expenses; *iskool*

Illegal cesses in Orissa.

khurcha, to cover the zemindar's subscription to the Government school; and the *tikkus*, or income-tax. Among the latter were the *russud khurcha*, a general levy for supplies to camp of Magistrate when he visits the estate; *baruni asnan*, a sum raised when the zemindar goes to bathe at the festival at Jajipore; *hath bara mohaprosad*, when the zemindar comes back from Pooree he brings some of the sacred food called mohaprosad; each ryot has to take a handful of this and pay for it. The *tar khurcha* is perhaps the most remarkable of the above; the sight of the telegraph posts appears to have inspired some one with the idea that they might be made useful as a means of getting money out of the ryots.

It is hardly necessary to state that these cesses were illegal. The practice of levying them is forbidden both by Regulation XII of 1805 (the old settlement law of Cuttack) and by Regulation VII of 1822, in which it is enacted that "all cesses or collections not avowed and sanctioned, nor taken into account in fixing the Government jumma, are held illegal unless specially sanctioned by Government." In the Regulations of 1793 very strong provisions against these cesses had previously been made for all Bengal. No sufficient penalty is, however, prescribed for the infringement of this law. The old remedy of confiscation of the estate by the Governor General in Council and suitable fine having fallen into disuse, the only remedy in the ryot's hand is to bring a suit under clause 2, section 23, Act X of 1859, on account of the illegal exaction of an unauthorized cess or impost; but such is the timid character of the Ooriya, combined with his poverty and ignorance, that such suits are never brought. If a ryot brought such a suit, and were unsuccessful, his position would be worse than ever; if, on the contrary, he won it, he would still be a marked man, sure at one time or another to be the object of his zemindar's vengeance. Nor does the criminal law afford any help, because sections 384 and 385 of the Penal Code are only applicable when force or intimidation is used, but the dependent position of the ryot is such that it is rarely necessary for the zemindar to resort to violence.

The Lieutenant-Governor remarked strongly on the tyranny and injustice of the proceedings brought to light by the Collector of Balasore, which were quite contrary to law. In Orissa this was especially the case, for while the Regulation of 1805 was just as decided and clear as that of 1793, which related to the permanently settled districts, the zemindars in the temporarily settled estates there were less properly landlords, and the ryots less mere tenants there than elsewhere. The thanee ryots were in fact distinctly proprietors, with each of whom Government had made a distinct settlement, while the zemindars were only collectors over them. As to the people now called zemindars, it is doubtful whether any proprietary rights had ever been conceded to all of them; at the time of the settlement under Regulation IX of 1833, many of them had no such rights, but were only surbarakars, or managers under Government. Further inquiries are being made regarding the conduct of the zemindars especially impugned.

It was thought necessary to circulate the correspondence among other Commissioners, and to remind them that though Regulation XXVII of 1793 had been repealed by Act XXIX of 1871, yet, under the proviso contained in the third clause of the first section of the latter Act, the prohibition against the levy by zemindars and others of the cesses

mentioned in Regulation XXVII was still in full force. The correspondence is not yet concluded.

Instances have recently come to the notice of Government showing that tolls and market dues were in certain places illegally levied, and Commissioners were asked to report on this subject and suggest the form which they thought legislation should take to put a stop to the practice. For instance, in one case a claim to tolls had impeded communication between a railway station and the rivers; in another a zemindar levied tolls on boats at a point where an important high road abutted on the river; and again in another instance a zemindar who was receiving compensation for the removal of a *hât* where he had exacted these obnoxious dues, sold away his compensation certificate and subsequently established another *hât* close to the old one, and there collected cesses of the same character as those abolished. The Lieutenant-Governor thought, as regards tolls and mooring dues, that the police should in all cases protect the public in the use of the bank—(1) up to the high-water mark everywhere; (2) in all places where any public road or path or right of way abuts on the high-water mark; and (3) in all rights of way hitherto used by the public.

The whole of this very important subject is still under discussion. It is believed that a system of levying illegal dues on trade and transit, very expressly and strictly prohibited by the early Regulations, prevails far and wide in these provinces.

INQUIRIES ABOUT RIGHT OF PRE-EMPTION AND PARTITION OF ESTATES.

It being believed that cases not unfrequently occur in which a person by selling his share in joint property to a litigious or unprincipled purchaser caused great dissatisfaction, and even loss, to his co-sharers, Commissioners were asked to ascertain from the most intelligent person whether they thought it advisable that resort should be had to legislation to vest co-sharers in joint property with a right of pre-emption in respect to any share brought to sale. Their replies were very favourable to such a change.

In May last the Lieutenant-Governor, in reviewing the land revenue report of the Board of Revenue for 1869-70, remarked on the additions to the rent rolls of districts caused by the partitions of estates, and he desired to be informed what number of partitions had been carried out, and in what part of the country. He understood that in Bengal, owing to the complication and obstruction resulting from the division of interests in very many estates, there were enormous practical difficulties in the way of partitions, and that to obtain easy means for the separation of these interests, seemed to be a very crying want. In the early part of this year His Honor again alluded to the subject of partitions of estates in his Resolution on the Board's Report for 1870-71, and reports on the subject, as well as figures showing the extent to which voluntary partitions have been effected in each

division in each decennial period from the date of settlement to the present time, have been called for, but have not yet been received.

WASTE LANDS.

Waste lands in Bengal were granted in one of two methods,—namely, either in accordance with the sale rules, known also as the fee simple or Lord Canning's rules; or in accordance with the practice sanctioned by Government, which allowed Collectors of certain districts a discretion in giving cultivation leases of waste lands.

There are, besides, the following sets of waste land rules which have been at different times sanctioned for the whole or parts of Bengal:—

- (a.) Rules for the grant of waste lands in the Sunderbuns issued in 1863.
- (b.) Rules for the grant of waste lands in Darjeeling, dated 1859.
- (c.) Rules for the sale of waste lands in the Assam and Dacca divisions.
- (d.) The old Assam waste land lease rules of 1854.
- (e.) The new Assam settlement rules, which leave a wide discretion as to the terms in which waste land shall be leased to ryots.

It is unfortunately the case that in granting waste lands under the above rules many abuses have been allowed to occur; cultivated lands and villages have been given away as waste, undefined blocks of land have been sold to land-jobbers and getters-up of companies, and valuable timber has been disposed of.

Abuses of waste land rules.

Thus in certain so-called waste land grants in Cachar, whole Naga villages were included, a matter with regard to which the Government of India called for a report. In answering this call the Lieutenant-Governor pointed out that the villages had not been inadvertently, or in ignorance of their existence, included in the lands granted, for they had been surveyed and marked on the map and were alluded to on the measurement papers. When objections were made by the occupants, they were heard; and in one case the land was excluded, and in another, the claimants were allowed to cut and carry away their crops; but in all other cases when no objection was made by wild and ignorant people who knew nothing of our laws and procedure, none of the revenue authorities, from the Board downwards, took any notice of the existence of villages in what were called waste land grants. In fact, it was rather an object with planters to secure a grant which had villages upon it, as they believed that this gave them facilities for obtaining labour; and there was one case in which a planter had actually burnt down a village because he could not get its inhabitants to work, and another case in which every preparation had been made to perpetrate a similar enormity when the inhabitants succumbed and came to terms. The only way in which such conduct on the part of Government officers could, His Honor thought, be accounted for was the suggestion that in the height of the land jobbery excitement, under the influence of what was called the

tea mania, they were carried away by the popular current and thought it their duty to promote European settlement at any price.

Nor was the granting of Naga villages in Cachar the solitary instance of the abuse of the waste land rules. In Chittagong large quantities of land already settled had been given away, so much so that agrarian disturbances began, and the excited inhabitants took to avenging their supposed wrongs by attacking the land-jobbers and burning down their houses. In Darjeeling considerable quantities of cultivated lands had been included in waste land grants.

In one case in the Darjeeling district it was discovered by the Lieutenant-Governor that a tract containing some cultivation and a good deal of valuable forest had been disposed of at the lowest upset price within a few months. A recent report has shown that canoe-makers pay the present owner of these lands Rs. 5 or Rs. 6 for every well-grown *sāl* tree which they fell on his lands for boat-making.

But this state of things has not been allowed to continue; measures to remedy existing abuses and to prevent their recurrence in future were adopted. A committee, consisting of Messrs. Thompson, McNeile, Bernard, and Edgar, was appointed to revise and alter the existing waste land rules. They proposed to exempt from sale or disposal under waste land rules all reserves of grazing and forest land, of land for the growth of firewood near towns and stations, of building sites, &c., and all tracts of land which might at any time be declared by the Government of Bengal to be unavailable for sale. They proposed that the upset price at which waste lands may be sold should be raised from a minimum of Rs. 2-8 an acre to Rs. 5, and further that the upset price throughout all Bengal should not necessarily be the same. A new rule was suggested in addition to those already in force, which provided for local inquiry in each case, the object of such inquiry being to ascertain whether any rights existed in the land applied for, and provisions were made for many other points in connection with the subject.

These rules were still under the consideration of Government at the end of the year, and lest the fact should become known that a revision of the existing rules was being made, and a rush of applications be the result, it was thought advisable to issue certain *ad interim* rules upon which Collectors and others might act.

A discretion was by them vested in the Collector, which enabled him to reserve from sale any land which, for special reasons, he thought ought not to be sold. He was enjoined not to sell any land containing valuable timber or minerals, or which, situated on the borders of districts, might be claimed by wild tribes. Similarly, the Collector was not to allow the occupation of waste land under any title derived from border chiefs or tribes whose exclusive right Government had not expressly

acknowledged. The upset price of land was raised from Rs. 2-8 to Rs. 5 per acre.

Before sale the Collector was held bound to satisfy himself that the land was proper to be sold, and that the rights of occupants were not overlooked because they did not understand our laws and did not appear in our courts. Should any such rights exist, the Collector was ordered to refuse to sell and report the matter to the Commissioner for instructions. In no case was cultivated or inhabited land to be sold as waste; nor was any land which had been under cultivation within twenty years to be disposed of without special report to the Commissioner. If any claim to occupancy or user was made out, the Collector was to stop the sale.

The Government of India, however, after the close of the year, gave orders that, pending a general revision of the rules for the disposal of waste lands, no more land should be sold revenue-free in perpetuity without the previous sanction of the Government of India, excepting any such small plots, not exceeding ten acres in extent, as might be required for buildings or gardens. The *ad interim* rules were, however, approved by the Supreme Government.

The Secretary of State, through the Government of India, called for a report showing how far in fact Government had acted on the principle that all mines, when not expressly granted away, belong to the State. Secondly, it was asked what had been the law or practice in regard to access to mines over land which is private property; whether Government theoretically or practically possessed such a right, and could it assign such a right to others.

The Board forwarded a very full report on this subject written by Mr. Millett in 1842, which showed that, as regards permanently-settled estates in Bengal, Government possessed no proprietary rights in mines, and the Lieutenant-Governor, when submitting the report of the Board of Revenue to the Government of India in June 1872, pointed out that, until the previous few months, nothing had been expressly reserved for Government; that, on the contrary, all discussions had generally ended in the abandonment of the claims of the public and the concession of the rights, claims, or demands of individuals. That practice seemed to have culminated in the year 1861, when the Government of India of that time went so far as to rule, in addition to the established doctrine that Government had no right in permanently settled estates, *that it should refrain from enforcing its demands for revenue on account of the produce of coal mines in all other estates*; and consequently, in a settlement then in progress in the local tract of Raneeungee, the coal was not even treated as an asset of the estate. Probably nothing could be done as regards permanently settled estates. But the Lieutenant-Governor was inclined to think that in the ghatwallee and other service tenures, which constitute much of the western coal and iron country, the claims of Government might have been pushed more than they were. Only the other day an enormous sum of money, viz. Rs. 9,85,971, had, as has been described in a previous page of this report, been paid to a small holder of this kind of tenure for a piece of land otherwise valueless, which

was required for the East Indian Railway at Kurhurballee; and practically, except in a few rare cases, the Government had not pushed their claims.

Of late some attempt has been made to reserve public rights in the few cases in which there had been opportunities of so doing. Also some very wide leases in Assam, by which Government was deprived even of the use of its own coal for its own steamers, having been forfeited by non-fulfilment of terms, were resumed. The question of access had not often arisen; but if the minerals were reserved, the right of access should certainly be reserved. On the whole question, it did not seem to His Honor at all probable that much that was effectual could be done without an amendment of the law. If such an amendment were undertaken, the Lieutenant-Governor would be inclined to reserve the right of Government to all minerals, except where that right had been granted away, leaving to individuals to prove either an express grant, or so wide a recognition of the rights of property as would include the minerals.

ELEPHANT-CATCHING.

It is not easy to settle in which division of the Administration Report this most unplaceable subject can be most properly introduced. Looking, however, to the fact that elephants are one of the most important products of some of our waste lands, a place may be not inaptly found for them in this chapter.

It was mentioned in the Administration Report for last year that it had been resolved to leave alone the elephants in the Tributary Mehals of Khedda operations in Orissa. Cuttack, and to operate on a small scale against some herds which were reported to be doing much mischief to crops in Tamar, on the southern boundary of the Lohardugga district, in the Chota Nagpore division.

The conduct of the operations in Tamar was entrusted to Lieutenant Hunter, at an estimated cost of Rs. 28,000. The results, 38 captures, were satisfactory, and creditable to the skill and energy displayed by Lieutenant Hunter. Of the 38 elephants captured, the Lieutenant-Governor authorised the presentation of one to Narain Sing, the Manki or petty Chief of Terai, as a reward for the assistance given by him to Lieutenant Hunter. Of the rest, such as were suitable for Commissariat purposes were made over to that department, and the remainder sold to the best advantage, except the finest and most valuable of all, which, unfortunately, after having been tamed, escaped and ran away.

As a special case, and in consideration of the inability of the Commissariat Department to work the forests in Chang Bhukar, one of the Chota Nagpore Tributary Mehals, where elephants were committing serious depredations, Rajah Bindessury Pershad Sing Deo, Bahadoor, c.s.i., Manager of Sirgoojah, was permitted, during the season 1871-72, to establish khedda operations there on condition of his making over to Government half the captures; Government on their part assisting him with trained elephants and a sufficient number of mahouts, besides defraying the pay of these men, and the feed and keep of the elephants. Subsequently the permission to the Rajah to hunt was extended to the whole of the western frontier, and as he now stated that he required little or no assistance from Government, the Government share in the captures

was fixed at 25 per cent. The result of the Rajah's khedda operations was the capture of over twenty elephants, large and small.

In Assam, since 1859, when the Government khedda (or elephant-catching) establishment in that province was abolished, the forests were thrown open to private enterprise. In those districts where it is possible to capture elephants by khedda, the right to work these has been annually sold by auction to the highest bidder, the usual course being to put up to auction the monopoly of the poongs or salt-licks round which these operations are ordinarily carried on. In other parts, where capture by noosing (*mela shikar*) is alone possible, licenses to hunt are given to any number of applicants at a small fee, varying from time to time. A very large number of elephants have been caught by private persons. In September 1870 Captain Hood submitted a scheme for reviving Government khedda operations in Assam, confining the operations at first to the district of Luckimpore. The Government of India wished to see the experiment tried, but as it appeared best for the public interests to farm the salt-licks in Assam for 1871-72 in the usual manner, no khedda work was undertaken in that province on behalf of Government during the year under review. In letting, however, the Luckimpore poongs, which sold for Rs. 35,000, a condition was made that Government would have the right of purchasing any elephant over 7½ feet high at a maximum price of Rs. 500. The Government of India has, moreover, left to the Lieutenant-Governor the disposal of the salt-licks during 1872-73, the Commissariat Department having expressed its inability to spare any decoy elephants for khedda operations in Assam during that year. The Lieutenant-Governor had under consideration, when the year closed, a scheme, suggested by the Deputy Commissioner of Luckimpore, for apportioning the districts of Assam into mehals or divisions, each containing a number of poongs, and for letting the right of hunting these mehals, the season being restricted to the months from October to March.

In Chittagong the elephants have become troublesome, and it is proposed to undertake operations against them. In the present season, permission has been given to Maharajah Sir Jung Bahadoor to hunt for elephants in the Bhutan Dooars.

FORESTS.

The several forest divisions in the Lower Provinces, as given in last year's report, are still—

Upper Assam.

Lower Assam.

Cooch Behar.

Bhaugulpore (including Patna, Chota Nagpore, and Orissa).

Dacca.

Chittagong.

There are six forest officers in charge of these divisions, but most of them are very young and inexperienced officers.

It was noticed in last year's report that in the district of Seeb-saugor a beginning had been made in the work of examination and valuation for the purpose of selecting "reserves," and during the cold season of 1871-72 some further progress in this respect was made in that district, and operations were commenced in Kamroop as well. The forest officers of Assam having been made subordinate to the Commissioner, their reports were made to the district officers.

INSPECTION OF FORESTS.

Assam division.

The reports from the Deputy Commissioners, extracts of which came up to Government, alluded only in general terms to the tracts that might be preserved, and submitted schemes for establishing small experimental plantations for the introduction of teak or the improvement of toon, sissoo, jarool, or other valuable woods. No definite proposition for selecting reserves has yet been put forward, except in respect to the forests in Kamroop, in which a tract in mouzah Matyakhhar has been notified as reserved.

The adoption of steps for the better management of the forests in Assam has occupied the attention of Government for some time past, and during the year it was determined that the object in view would be facilitated by restricting the control and operations of forest officers within certain prescribed limits, and by placing them under the orders of the Commissioner. This was accordingly done, and the question of the relations generally between the Commissioner and the forest officers was also settled; the former being directed to arrange all details with the Conservator and to refer all doubtful points to Government.

The subject of the teak plantations in Assam was noticed in last year's report. During the year under review the Conservator of Forests recommended a survey of the tree forests in Assam; and proposed the transfer of certain tracts of rich forests to the Forest Department to stop "jooming" (or cultivation preceded by burning down the forest trees). Orders were issued to demarcate the Kamroop Dooars forests (including the Jeerang forests), the Nambur and Dhunsiri forests, and the Nowgong forests, which were to be made forest reserves. It was decided that the Forest Department was to have the management of the reserved forests only, the open forests being managed by the civil officers. The reserves were not to include revenue-paying cultivated lands, and they were to be demarcated as soon as they were selected.

The subject of the india-rubber forests in Assam and Cachar has come very prominently into notice. There have been three proposals with respect to their conservancy and working. The one is that the Government should sell the right to collect india-rubber in each division yearly; the other, that it should purchase and dispose of the caoutchouc under direct Government agency; the last, that Government officers

India-rubber forests in Assam.

should manage the forest. The objections to these proposals are, however, considerable. In the first place, the profit which the farmer (to whom the right of collecting rubber is let) every year makes, has attracted the attention of the people outside, and induced them to embark in the speculation. Much of the rubber does not come from within our own settled revenue limits; much comes from the tracts inhabited by tribes in a state of semi-subjection, and more still from the country which is not under subjection at all. It will therefore be necessary to regulate the operations so as to induce the rubber being brought to the market. It is, moreover, feared that under the condition of the frontier, which cannot be watched closely, persons will be able to carry on negotiations with the hill people for their produce, and they will be on the look-out to intercept produce on its way to others, and thus difficulties may arise. Again, if unable to negotiate with the hill people, the strife to obtain rubber on its arrival may be expected to cause violence and all kinds of breaches of the peace, and in the quarrel much dishonesty will be practised towards the hill tribes, which will cause a contact with them in every way undesirable. In the second plan, such an extension of the scheme would make the india-rubber trade in Assam a Government monopoly, and the Forest Department is not in a position to attempt any such scheme at present. In the third plan, the management of trees scattered over a vast country presents great difficulties. If independent people are allowed to go beyond the settled frontiers, political difficulties and complications will arise. European planters and others may enter into exploitations of the hill tribes, which will cause a contact with them in every way undesirable.

The Lieutenant-Governor when visiting Assam had the question under consideration, but was unable to come to any conclusion. There are, it seems to His Honor, only two courses open. The one is to abandon the attempt to raise a revenue and allow speculators to make their own bargains and strive with one another as they like; the other, to enforce an effectual Government control. The former course would lead to many complications, to frontier disturbances, or worse. The latter course is the right one; but Government control cannot be effectively exercised without legal authority against people who are always ready to appeal to the courts. The extension to Assam of Act 33 Vic., cap. 3, accordingly was advocated, and it is believed that the india-rubber difficulty can only be met by regulations passed in accordance with that Act. The Government of India took the same view of the case, but conceived that it would have been best if the line beyond which British jurisdiction was not to extend could first be defined. Since the close of the year, however, to meet the urgency of the circumstances represented, it has expressed its willingness to the Act being applied to the districts named on the margin, leaving the actual limits of such of them as have not already been defined to be laid down hereafter. A recommendation to this effect has been made to the Secretary of State.

Kamroop, Durrung, Nowgong, Sebsaugor, Luckimpore, Garo Hills, Khasi and Jynteah Hills, Naga Hills, Cachar and Chittagong Hills.

In Assam part of the timber felled as an experimental measure for local sale and transport to markets last season, has during the year been brought to three depôts situated on the

TIMBER OPERATIONS.

Assam.

Debroo, Dehing, and Dehong rivers, at cost for felling and carriage of about four annas per cubic foot. The number taken to depôts was 539 logs, of which 28 logs were taken over by the Public Works Department. In the sâl forests of the Kamroop Dooars in Lower Assam experimental timber operations have been conducted on a small scale with much success. The sâl logs brought to market at Gowhatty have fetched 15 annas a cubic foot all round at auction, while the cost of felling and carriage to market has been about 6 annas per cubic foot.

Up to January 1872 the felling and cutting of timber in this province was allowed on certain conditions and terms prescribed in 1863, but the rates of royalty charged being somewhat vague and undefined, it was deemed advisable to adopt a revised scale and to classify the various kinds of timber trees into two or three classes. After consulting the Conservator and Commissioner on the subject, it was finally resolved to adopt the following classification and rates, restrictions being placed on the size of timber to be felled in order to ensure the protection of young timber. The trees were divided into three classes, the minimum girth of 1st class timber to be felled being fixed at 5 feet, of 2nd class trees at 50 inches, and of the 3rd class at 4 feet, at a uniform height of 5 feet from the ground. It was suggested that sâl trees should be strictly preserved and felling forbidden, but Government thought it would be inexpedient until the Forest Department had commenced operations on its own account to reserve such timber absolutely, but its felling was restricted by licenses to wood-cutters embodying the necessary conditions as to number, dimensions, and payment of duty. The royalty rates were fixed at Rs. 8 for sâl and Rs. 6 for other 1st class trees, and for 2nd class trees Rs. 3 each; trees of the 3rd class (soft woods) being exempted from payment of duty owing to their small value, and their being greatly in demand for tea boxes, it being considered sufficient to exercise such a supervision over them as will prevent waste.

Land to the extent of several hundred acres has been acquired in the neighbourhood of Shillong in order that experiments may be tried with English and foreign trees. Except a few *pinus longifolia*, there is no timber near Shillong, and even these are fast disappearing owing to the demand for firewood at the civil station. The Lieutenant-Governor during his visit desired that plantations here should be pushed on, including apple and pear, and other fruit trees for which the country seemed well suited.

The forests of Cooch Behar are all under the Forest Department, and have been marked off in the revenue maps of the district, their boundaries having been also defined. The reserves were not specially

Cooch Behar division.

inspected, but the local officer visited all of them more or less thoroughly.

By notification dated 11th June 1872, the forests have been declared to be "open," the following trees being reserved within the forest boundaries, viz. sâl, sissoo, chelownee, and khair. The forests of the British Sikkim Terai are "reserved," having been so declared by a notification issued on the 23rd January 1866. It has been since proposed to abrogate the old orders, and declare them to be "open" forests; but no decision has yet been arrived at.

An addition of between 60 and 70 acres was made to the plantation of temperate trees in Sikkim, but the Lieutenant-Governor, after inspecting them, was dissatisfied with their appearance, and ordered the Superintendent of the Botanical Gardens to report upon them. Dr. King has reported against the continuance of this plantation. Some nine acres of teak, toon, and sissoo, were added to the Bamunpokree plantations on a spur of the Himalayas near the road from the Terai to Darjeeling.

PLANTATIONS.

Cooch Behar.

The teak in this plantation is doing very well. During the past season 70 acres of land have been prepared for the extension of this Terai plantation. As the work required that a skilled gardener should be in charge of it, and the services of a man possessing the necessary qualifications were not obtainable, this plantation, as also that of temperate trees near Darjeeling, at Rungbool, has been transferred to the charge of the Superintendent of the Botanical Gardens, in connection with the cinchona cultivation. Nurseries have been ordered to be made of English pines and other trees on the Himalayas, and seeds of various kinds named in the margin have been obtained for the purpose. An experimental

Scotch fir.
Silver fir.
Larch.
Ash.
Wellingtonia gigantea.
Mountain ash.

plantation of teak is being established in the Western Dooars, near Fallacotta, and a small plantation of the india-rubber tree (*ficus elastica*) is being prepared on a selected tract at

the foot of the hills near where the Teesta issues from the mountains. Steady and extended plantations of this most valuable tree promise to be highly productive, for the best india-rubber fetches from Rs. 60 to Rs. 65 per maund in the Calcutta market, while the cost of collecting the gum is about Rs. 15 per maund. The rubber collected under the supervision of the forest officers has been much cleaner, and fetched a much higher price than the ordinary rubber which comes to market.

The extension of teak and toon plantations having been decided upon, the Government of India, in the Agricultural Department, were asked to lend the services of one or two qualified forest officers for pruning the teak plantations. The Supreme Government, however, replied that no forest officers possessing the requisite qualifications could be spared, and suggested that the services of Dr. King, Superintendent of the Botanical Gardens, should be utilized for the purpose. Dr. King undertook the charge, and was told to commence planting operations at Bamunpokree and Rungamuttee. The local officers having submitted propositions of the establishments required for carrying on the tree

plantations in their respective districts, the sanction of the Government of India was solicited to the same. That Government sanctioned the proposal as a tentative measure, requested the submission of a report by the Forest Department of the permanent establishment that would be required for the purpose, and also agreed to the proposal of Government regarding teak plantations on a moderate scale.

A commencement was made in forest work, *i.e.*, in thinning, clearing, and cutting creepers near Sivoke, on the Teesta, in the Cooch Behar division.

Forest works. This work will in future be taken up regularly in the tract on which it is proposed to fell timber during the year. Each tract, as it comes in rotation of work, will be accurately surveyed and mapped. It will then be divided into blocks, when thinning and clearing will proceed regularly with the felling of the timber previously marked. It is hoped that next year's report will show a steady beginning in these operations, as the forest officers will have become acquainted with their districts.

Great pains were taken in the year under report to collect perfectly pure india-rubber, and the trees were only tapped during the four months from November until March. There were sent to and sold in Calcutta 272 maunds, which fetched Rs. 63 per maund, and were reported to be superior in quality to any rubber which had hitherto been procurable in the market. In the year 1870-71 only 50 maunds were sold at a price of Rs. 55 a maund.

In Sikkim no timber was felled, as no one has been found to buy the large quantities already felled. The Assistant Conservator was occupied in getting to market timber felled in former years, but not very successfully. If the Northern Bengal Railway do not take over these timber stocks for their work, the timber which is liable to deteriorate will be sold off as quickly as possible to the best advantage.

In the Chittagong division the forest tracts in the Kassalong and Keng Kyong rivers were inspected by the Assistant Conservator for the purpose of selecting reserves where "jooming" should be prohibited, but the action taken by this officer was under the consideration of Government at the close of the year.

"Jooming" is the method of cultivation followed by all hill tribes. In April a convenient plot of forest land is selected and cleared. If possible, a bit of bamboo jungle is fixed upon, both because it is easy to cut, and when burnt the ash has great fertilizing power. The hewn jungle is then left lying on the ground to dry, and about May it is set fire to, and sometimes the fire spreads far beyond the limits of the cleared part and causes incalculable injury to the forest beyond, but the ordinary result is that all the cut jungle should be reduced to ashes and the soil itself burnt to the depth of an inch or two.

As soon as the gathering clouds show that there is a prospect of rain falling, the joomea takes himself to his land, and with the blunt end of his dao (a long knife or chopper) makes a narrow hole in the

ground about 3 inches deep. Into this he throws a handful of mixed seeds of cotton, rice, melons, pumpkins, &c., and so on over the whole tract. Nothing then remains to be done except to keep the ground clear of weeds, and harvest each crop as it ripens.

A considerable revenue, amounting last year to upwards of Rs. 47,000, was obtained from the forest produce floated down the Kurnafulee, Sungoo, Matamoree, Baghkhalee, and Huldah rivers in Chittagong. It is collected at various toll stations, and the amount above mentioned does not include dues on the timber brought down the Fenny river, with respect to which arrangements have to be made with the Rajah of Hill Tipperah. The expenses of collections were Rs. 8,479. It has, however, been ascertained that the arrangements for collecting these tolls clash with the land revenue administration of the district; and there is danger that collision may occur between our licensed timber cutters and the wild tribes across and upon our frontier. The administration of these forest tolls has accordingly been placed under the Commissioner of the division, who is to have the powers of Conservator of Forests, and who will be assisted by trained forest officers for the due execution of all necessary conservancy work.

The collection of tolls on the forest produce in Chittagong having been taken over by the Forest Department, two of the principal hill chiefs, the Kalindee Ranee and the Man Rajah, complained of having been deprived of the profit on these collections. It appeared, however, that these chiefs had no right to levy dues on such produce, although they had been in the habit of doing so for a long time. In 1861 the right of the Kalindee Ranee was repudiated altogether, as contrary to the articles of the pottah granted to her husband, Dhurm Bux Khan; but in consideration of the good services she rendered in connection with the Kookie raids, she was allowed to make these collections as farmer under Government. Farming leases were also given by the local officers to the Man Rajah and the Bohmong, another hill chief.

It was observed that the transfer of the tolls to the Forest Department would cause these chiefs a serious loss. It was at the same time found politically unwise to give the chiefs any legitimate reason for feeling themselves aggrieved. The Commissioner accordingly proposed to compensate them. This was agreed to, the settlement of compensation being deferred till report on the conduct of the chiefs during the Lushai expedition was received. Since the close of the year the conduct of the Kalindee Ranee and her grandson, Baboo Hurrish Chunder, having been very favourably reported upon, an annual abatement of revenue has been sanctioned in favour of the Ranee to the extent of half her loss of dues on forest produce, and a gold watch and chain of the value of £100, with the title of Rai Bahadur, have been conferred on her grandson; the conduct of the Man Rajah was also well reported upon, and compensation for loss of forest revenue has been made to him in the same manner and to the same proportionate extent as in the case of the Kalindee Ranee. The Bohmong Rajah, on the other hand, was found obstructive and worthless, and no compensation has therefore been made to him for loss of collections on forest produce, while the allowance he received for defence duties (Rs. 2,600) has been withdrawn.

The Deputy Conservator of the division called Bhaugulpore was occupied during the rains in inspecting the whole course of the Brahmini river, from the head waters of one of its feeders, the Koel, in Chota Nagpore, down to False Point in Orissa, with a view to ascertain the practicability of bringing to market the large supplies of sâl standing in the Sarunda district (Singbhoom). Later in the season he was engaged in inspecting forest tracts, the property of private individuals in the Monghyr and Shahabad districts, to obtain information for a report called for by Government on the forests in the settled districts. The blocks of Government reserves in the Palamow district have been mapped, and are under the care of the Assistant Commissioner of the district, with a small establishment to watch and protect them.

In the Bhaugulpore forest division an experiment having been sanctioned to bring sâl logs down the Brahmini river, 50 logs were felled and have been removed to a safe depôt on the river, whence an attempt was made to raft the heavy logs down to Cuttack; but the forest officer found that he could not hope to get fifty logs to the river, so he began his experiment with fifteen logs out of the fifty he had cut. Out of the fifteen logs started, ten were lost in the rapids; after some weeks' work, occasional porterages and considerable expenditure, five logs were got down almost to the plains. The forest officer and his men got more or less fever, and the result was to leave great doubt whether, in the present state of the river and the country, the Sarunda sâl forests could be worked to any advantage.

In the Dacca division the Assistant Conservator, who joined in November 1871, was occupied in inspecting the southern part of Sylhet as far as the Tipperah boundary, with a view to obtain some information regarding the forests of that part of the country, concerning which very little is known. The principal forest tracts in Cachar could not be dealt with owing to the Lushai expedition.

During the year under review the attention of Government was directed to the evils likely to result from the indiscriminate destruction of trees said to be going on in many of the agricultural districts, owing to the alleged high price of fuel, with a view to remedial measures being adopted to prevent or diminish so serious an evil in future. The several Commissioners in Bengal were accordingly consulted as to the extent to which the said evil existed in their respective divisions, with the following results. The only districts where indiscriminate destruction has taken place are the Orissa districts, Sarun, and Shahabad; but the districts of Patna, Gya, Hazareebaugh, Moorshedabad, Bhaugulpore, and Monghyr, have also to some extent been denuded of trees. As regards the Orissa districts and Shahabad this was due partly to extended cultivation and enhanced value of land, and partly to the demand for timber for brick-burning purposes by the Public Works Department and the Soane irrigation works. In Patna timber used to be unsparingly felled for railway purposes, but very many trees have since been replaced by new plantations. In certain parts of

this district, where fuel is very scarce, trees are still cut down, but the indiscriminate felling of mango topes is now of much rarer occurrence than formerly. In Gya and Hazareebaugh trees have often been cut down to meet the demands of the Public Works Department. In Moorshedabad, Bhaugulpore, and Monghyr, trees have not unfrequently been also cut down for fuel purposes, but in the first-named district the destruction has not been indiscriminate, and in the two latter the loss has been compensated for by fresh planting. On the other hand, in Tirhoot and some other districts complaint is made that too much of the land is taken up by fruit trees. Certain remedial measures were proposed, such as passing a legislative enactment for preventing the destruction of trees, encouraging the use of coal in place of wood-fuel, &c.; but as there was no apparent necessity for legislation to meet the evil, the latter remedy recommended itself more to the Government. Instructions were therefore issued to the Public Works Department to take the matter into careful consideration, and arrangements have since been made for using coal instead of wood for fuel purposes as far as practicable. This important subject will continue to receive every attention, and any well-considered proposition for effectually remedying the evil in question will be most cordially supported by Government.

In July 1870 sanction was accorded to an addition of four Assistant Conservators for Bengal, thus raising the total forest establishment to a Conservator and six assistants. In the year under report the Government of India was asked to substitute two Deputy Conservators for two Assistant Conservators. This has been sanctioned; but it was only towards the end of the year 1872 that a full staff of skilled forest officers had been supplied. Even now Bengal has no officer skilled in plantation work, and one of the Bengal Assistant Conservators has now been sent to the Punjab to learn the art of plantation-growing under Mr. Rebbentish.

- Financial.

The financial results of the year are shown in the following statement:—

RECEIPTS.

	Rs.	A.	P.
Sale of timber at depôt	12,881	9	4
Ditto removed by purchasers	1,650	14	0
Duty on foreign timber			
Permit fees	42,761	1	4
Grazing dues and fisheries	2,704	12	0
Sale of fruits, babool pods, india-rubber, &c.	18,136	13	0
Ditto of confiscated timber			
Fines and forfeitures	196	13	0
Miscellaneous	228	9	0
Collections by civil officers	60,528	15	8
Total	1,39,089	7	4

EXPENDITURE.

	Rs.	A.	P.
Conservancy and working	43,908	11	0
Establishment	64,431	1	3
Net Total	30,749	11	1

Most of this revenue would have been collected quite as fully and readily if there had been no Forest Department whatever.

The Lieutenant-Governor hopes that within the next two years the administration of the eastern and north-eastern forests may be put on a reasonable and firm footing; that some systematic planting may be begun in various parts of the country, and that some approach may be made to a solution of the questions on which the ultimate success of a forest system in Bengal depends.

Future work of the Forest Department in Bengal.

As regards a supply of timber from existing sources, in addition to making the most of our forests in the Bhutan Dooars and Assam, it seems to the Lieutenant-Governor that the main question is whether timber may not be got in large quantities from the Eastern Himalayas as it has been got from the Western Himalayas. No doubt deodar is not to be had, but the Lieutenant-Governor is given to understand that forests of the beautiful silver fir, of which specimens may be seen at Darjeeling, exist in the interior of the Sikkim hills; and if any pine or other woods, which with or without creosoting can be used for railway sleepers and other purposes, exist in the great Himalayan range, from Darjeeling to the extreme east of Assam, and can be brought down the many rivers, self-interest may bring the tribes into much closer commercial relations with us.

As respects plantations, the two questions which a scientific man should devote himself to solve are—*first*, whether sâl can be made to grow large; and *second*, whether teak will grow large in those provinces.

It may be said that the whole country, wherever it is in the least degree raised above water level, is one mass of natural sâl. Not only does this tree abound all along the foot of the hills of the northern and eastern frontiers, but throughout the western borders of Bengal and Behar; the traces of it are everywhere apparent, and the Chota Nagpore division, and Orissa Tributary Mehals from 50,000 or 60,000 square miles, may be said to be one great sâl forest partially interrupted by cultivation. The question is, whether its stunted condition is due to soil and climate, or to circumstances which the Lieutenant-Governor has generally noticed, that what appear to be promising young sâl forests are only aftergrowths from the stools of previous trees. There seems to be very great difficulty in planting out young sâl, or getting it to grow from seed.

On the other hand, teak, though it is believed nowhere indigenous, grows with the utmost facility from seed, and also bears transplanting with perfect ease. It grows as a young tree with extreme rapidity in all those provinces. The question is, whether between the limit of the torrid zone and the foot of the Himalayas and Vindyaes, say from latitude 23° to 28°, it will grow into large timber.

There is also much reason to believe that mahogany may be profitably grown. It has already grown into large timber in Calcutta, though most of our large trees unfortunately fell before the cyclones of late years.

LAND REVENUE.

The subjoined table shows the demands, collections, and remissions of land revenue for the year under report, the year immediately preceding it, and three previous years extending 15 years back.

YEAR.	Number of estates.	Current demand.	Total, including arrear demand.	Collections.	Remissions.	Balance.
		Rs.	Rs.	Rs.	Rs.	Rs.
1857-58	182,153	3,67,21,286	4,00,73,051	3,65,38,028	2,77,162	32,57,861
1861-62	193,647	3,72,40,465	4,03,57,193	3,03,84,509	1,73,455	32,99,229
1865-66	225,145	3,77,19,764	4,13,69,437	3,75,52,227	3,15,202	35,02,008
1870-71	235,530	3,91,32,691	4,32,36,961	3,88,65,980	1,67,239	42,13,742
1871-72	234,534	3,93,95,067	4,36,66,994	3,89,77,903	3,37,383	43,51,708

The above figures show that the land revenue demand of 1871-72 exceeded that of 1857-58 by Rs. 26,74,681, or £267,468 sterling.

Explanation of increase shown.

Of this increase about £35,000 belong to the province of Bengal Proper, and is due to the fact of considerable estates having in one way or another come into the hands of Government, by alluvion, by purchase at sales, or by reclamation from the Sunderbuns or other unsettled tracts, and which, after having been managed and nursed for a series of years, yield an increase of revenue, which adds gradually to the rent-roll. Again, there are some outlying districts of Bengal to which considerable additions have been made. The district of Cachar is almost a new creation, and considerable tracts not permanently settled have been brought under settlement in Sylhet and Chittagong. In these extreme eastern districts the system is very much ryotwari. A portion of the Midnapore district is not permanently settled, consequently periodical increases have been obtained, and a considerable increase is now expected from a new settlement.

The revenue of Behar has increased by about £60,000, of which nearly half is in Shahabad alone, and is mostly due to the confiscations, after the mutiny, of the large estates of the rebel Koer Sing; the remainder is due to the settlement of the alluvial accretions which either fall to Government or are settled with the adjacent landholders. In Chota Nagpore a new settlement of some remote tracts not permanently settled, and in Cooch Behar the development of the Darjeeling district and the addition to our territory of the Dooars or sub-montane tracts taken from Bhutan, has caused a comparatively large increase of revenue in those provinces. In Assam only has there been a very large increase. When this province first came into the hands of Government the revenue was scanty, and the collection of it made in a rude and primitive fashion. The gradual introduction of a ryotwar settlement, and the opening out of the province for tea cultivations, made it possible about three years ago to adopt revenue rates nearly

double those which previously prevailed, and though a good deal of land was in consequence thrown up, the revenue has nevertheless increased from £128,000 in 1867-68 to £208,000 in 1870-71. The history of this increase has been given in the foregoing paragraphs on the Assam Settlement.

Comparing the current demand of the Lower Provinces of the year under report with that of the previous year, there is an increase of Rs. 2,13,276, of which the principal items are Rs. 15,337 in the Burdwan division, and Rs. 12,195 in the Rajshahye division, due to settlements and resettlements; Rs. 57,722 in the Cooch Behar division, chiefly due to the settlement of the Western Dooars; and Rs. 21,159 in the Dacca division; and Rs. 82,425 in Assam, due also to resettlements with enhanced demands.

A statement (E-5, Fiscal), showing the demands and collections during the year by divisions, will be found in the appendix; it is sufficient to mention here that the total demand for the year was Rs. 4,35,07,456, and the collection Rs. 3,88,40,075; there were remitted Rs. 3,69,445, and the net balances remaining amounted to Rs. 42,97,936. The remissions consist mainly of $1\frac{3}{4}$ lakhs of Orissa balances during the famine year 1866, which were finally written off during the year under review, and of $1\frac{1}{4}$ lakhs of remitted rent for lands held by the Railway Company for coal mines, &c. The large balances have since been nearly all recovered; such balances must always occur in Bengal, where the official year ends on the 31st March, or a few days before the last instalment of land revenue falls due in some districts.

The collection of forest revenue by revenue officers amounted to Rs. 51,191, the remissions were Rs. 1,200 and the balances outstanding were Rs. 2,300. Of miscellaneous revenue the collections were Rs. 3,17,675, the remissions were Rs. 20,336, and the net balances Rs. 45,716.

The above figures do not include the proceeds of sales of waste lands and of redemptions of Government revenue which had heretofore been carried to account as current land revenue, as had been the proceeds of sale of Government estates. These receipts are not income of the year, but the income of future years capitalized, and a despatch of Sir Charles Wood of 1862 expressly requires them to be applied to the extinction of the public debt.

During the year 992 estates were sold for recovery of arrears of land revenue, amounting to Rs. 22,244, and realized Rs. 5,72,164. Of these, 222 estates, with a revenue of Rs. 2,478, were purchased by Government for Rs. 103; the remaining 770 estates, with a revenue of Rs. 57,209, were purchased by private individuals for Rs. 5,72,061, or about ten years' purchase of the revenue.

Some abuses of sales in Sylhet, caused by the severity of the Collector, were brought to the notice of Government, many small estates having been sold for very insignificant balances owing to a mere delay to adjust

them, caused by difficulties among the proprietors. The judicious exercise of a little clemency would have prevented these sales, as the proprietors had really every intention of paying up their arrears. In particular cases these sales were annulled under section 26 of Act XI of 1859. The total number of estates sold was 207, of which 102 were purchased by different parties, and 105 by the Government.

Under the provisions of sections 10 and 11, Act XI of 1859, a recorded sharer in a joint estate is allowed, on application to the Collector, and after compliance with certain conditions, to pay separately his share of the Government revenue assessed upon the whole estate. As soon as the Collector's sanction has been accorded, the separate liabilities of the applicant's share commence, and a separate account of it is kept. In the year under review 43 estates separated under the above sections, and paying a revenue of Rs. 22,314, were sold for Rs. 92,891, the arrears due on them being Rs. 991.

The following figures show the extent to which the provisions of these sections have been resorted to by recorded sharers during the past year :—

	Number.	Revenue. Rs.
Separate accounts opened under section 10 of the Act	871	1,80,339
Separate accounts opened under section 11 of the Act	232	20,292

Under section 18 of the same Act power is given both to Collectors and Commissioners before a sale has taken place to exempt from sale any estate or share of an estate, and in accordance with the discretion thus vested in these officers, 2,732 estates were during the year under review exempted from sale.

The Lieutenant-Governor is inclined to think that the sale law might be revised with great advantage.

SOURCES OF REVENUE OTHER THAN THE LAND.

CUSTOMS.

The statement on the following page exhibits in an abstract form an account of the receipts, charges, and net revenue of each port in the Presidency for the official year 1871-72, and the preceding and four other years. It will be seen that the revenue derived from imported salt and customs duties is now about $3\frac{1}{2}$ millions sterling, as compared with half a million in 1841 and one million in 1851. The fluctuations in the salt duty are noticed in another part of this report. The decrease in ordinary customs in the present year as compared to the last was due mainly to the slackness of trade in piece-goods and twist.

Comparative Statement showing the Receipts, Charges, and Net Revenue on Account of

YEARS.	MERCHANDISE, GROSS COLLECTIONS.						RECEIPTS ON SALT.						TOTAL RECEIPTS RENT.	
	Calcutta.	Chittagong.	Ports in Balasore district.	Ports in Outack district.	Ports in Pooree district.	Total.	Calcutta.	Chittagong.	Ports in Balasore district.	Ports in Outack district.	Ports in Pooree district.	Total.	Calcutta.	Chittagong.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1840-41...	32,41,771	9,918	...	1,808	...	32,53,497	17,13,384	...	...	...	...	17,13,384	50,11,436	9,918
1850-51...	42,44,538	4,020	...	815	...	42,49,373	61,39,113	152	...	107	...	61,39,372	1,04,25,161	4,172
1860-61...	1,35,67,033	43,010	4,043	2,793	6,312	1,36,23,161	91,39,550	...	...	...	...	91,39,550	2,27,39,259	44,040
1869-70...	94,58,985	2,12,106	2,083	925	...	96,74,099	2,36,63,140	7,96,599	...	...	...	2,44,69,739	3,33,43,832	10,23,113
1870-71...	1,11,39,263	1,58,205	5,208	5,068	7,951	1,13,15,700	2,43,50,033	8,57,634	...	...	...	2,52,07,672	3,53,10,229	10,23,354
1871-72...	1,05,21,524	1,77,674	4,567	3,031	...	1,07,06,796	2,37,55,836	7,19,300	...	...	...	2,44,75,136	3,45,36,279	9,09,209

Customs Duties levied at the undermentioned Ports during the six years indicated below.

INCLUDING WHARF &C.				DEDUCT REFUNDS, DRAWBACKS, AND CHARGES.						NET REVENUE.					
Ports in Balasore district.	Ports in Cuttack district.	Ports in Pooree district.	Total.	Calcutta.	Chittagong.	Ports in Balasore district.	Ports in Cuttack district.	Ports in Pooree district.	Total.	Calcutta.	Chittagong.	Ports in Balasore district.	Ports in Cuttack districts.	Ports in Pooree district.	TOTAL
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
...	1,809	...	50,23,163	6,40,522	6,286	...	2,206	...	6,40,074	43,70,914	3,632	...	...	...	43,74,546
...	922	...	1,04,30,255	7,42,924	17,780	...	9,800	...	7,70,504	96,82,237	...	...	...	...	96,82,237
4,468	2,763	6,312	2,28,46,842	11,69,883	3,558	5,732	60	...	11,70,233	2,16,19,376	40,482	...	2,703	6,312	2,16,68,573
3,035	935	...	3,43,75,015	10,81,470	29,793	2,303	3,636	240	11,17,470	3,22,62,35	98,320	727	...	...	3,32,61,490
7,774	5,068	8,178	3,65,59,603	10,26,329	36,169	2,750	5,335	302	10,70,894	3,47,83,900	9,92,185	5,015	...	7,876	3,57,88,978 [†]
6,709	3,031	...	3,54,55,228	10,62,928	44,530	1,049	3,965	311	11,13,283	3,34,73,461	8,64,679	5,060	...	...	3,43,43,196 [‡]

* Higher duties were levied on merchandise in 1860-61 than before or after.

† The excess charges for Cuttack, which amounted to Rs. 267, have not been deducted from the net revenue shown here.

‡ The excess charges for Pooree and Cuttack, which together amounted to Rs. 1,245, have not been deducted from the net revenue shown here.

There was a decline to the extent of Rs. 13,41,390 in the gross revenue for the five ports under the two heads, *Merchandise* and *Salt*, together, in the year under review as compared with the figures for the preceding year. Taken separately, the falling off under the former head is Rs. 6,08,904, and that under the latter, Rs. 7,32,486.

The table below exhibits the gross revenue, inclusive of wharf rent, &c., and the charges, including refunds and drawback disbursements, respectively, as well as the net revenue in the Customs Department of the Bengal Presidency for each of the two last official years:—

Year.	Receipts.	Charges.	Net Revenue.	Credited to customs.	Credited to salt.
	Rs.	Rs.	Rs.	Rs.	Rs.
1870-71	3,68,59,603	10,70,894	3,57,88,709	1,09,48,368	2,48,40,341
1871-72	3,54,55,228	11,13,233	3,43,41,945	1,02,86,778	2,40,55,167
In 1871-72	14,04,375 +	42,389 -	14,46,764	2,12,35,146	4,88,95,508

These results show a falling off amounting to Rs. 14,04,375 in the gross receipts, and to Rs. 14,46,764 in the net revenue, for the year 1871-72.

The collections in the port of Calcutta show a falling off				under every heading except salt warehouse rent, the net results being a decrease of Rs. 12,73,950-6-6 as compared with the transactions of the year 1870-71, and an increase of Rs. 11,92,446-9 compared with those of 1869-70. The prin-			
THE PORT OF CALCUTTA.							
The Year's Collections.							
		1871-72.				1870-71.	
		Rs.	A. P.			Rs.	A. P.
Import duty	...	81,78,217	14 6			86,53,900	12 9
Export duty	...	23,43,306	6 0			24,85,367	6 3
Salt duty	...	2,37,55,885	15 6			2,43,50,037	13 7
Wharf rent	...	15,296	10 0			36,743	13 0
Other receipts	...	1,14,529	11 2			1,61,860	1 1
Salt warehouse rent	...	1,29,042	1 9			1,19,319	3 9
Total	...	3,46,36,278	10 11			3,58,10,229	1 6

articles of import on which duty was paid were twist, cotton piece-goods, malt liquor, wines and spirits, metals, railway materials, and tea. The principal articles of export on which duty was paid were rice, pulse, and other grain, indigo, lacdye, oil-seeds, and country cotton piece-goods. One noticeable feature in the foreign trade of the year was the enormous increase in the quantity of cotton exported to Great Britain and France; the former having taken no less than 101,288,703lb, against 38,043,557lb in 1870-71, or more than twice and a half times as much; and the latter 16,407,425lb, against 2,646,800lb, or more than six times as much as in the previous year of the Franco-Prussian war. The year generally may be said to have been dull both for exports and imports, and, as is well known, the price of salt has been very low, tending to increased bonding operations in this article, which again accounts for the increase in salt warehouse rents. In the chapter on trade will be found a detailed account of the decreases in the piece-goods and railway materials import, and in the oil-seeds export. The decrease in wharf rent is a consequence of the

extension of the system of wharves and jetties under the Commissioners for the Improvement of the Port of Calcutta.

In the year's disbursements there was a net increase of

The year's disbursements.

						Rs.	A.	P.
1871-72	...	...	...	...	...	10,62,827	9	5
1870-71	...	...	...	...	...	10,26,329	1	8

Rs. 36,498-7-9; the chief heads of increase being permanent establishments, and import and salt refunds. The

increase in establishments amounted to Rs. 8,853-15-9, and was owing to annual increases of the rising salaries.

Nothing whatever was done at Port Canning port during the year.

Port Canning.

Under the notification dated 30th September 1871, published in the *Calcutta Gazette* of the 4th October 1871, Port Canning has ceased to be a port; the only expenditure incurred was Rs. 900, being the salary of the Assistant Collector and ex-officio Superintendent of the Preventive Service for six months, from 1st April to 30th September 1871, at Rs. 150 per month.

The duty realized in the port of Morrellgunge during the last year

Port of Morrellgunge.

was Rs. 1,912-8-0 from the export trade. Only one vessel, the *Natmoo*, visited this port, and cleared on the 30th January 1872 with 10,200 maunds of rice for Colombo. The cost of maintaining the port has been Rs. 2,446-10-7. The duty received on account of this port is credited in Calcutta.

The duty and other collections at the Port of Chittagong

PORT OF CHITTAGONG.

amounted to Rs. 9,09,208-13-11, against Rs. 10,28,354-4-10 of the preceding year, exhibiting a falling off of Rs. 1,19,145-6-11, occasioned entirely by a decline in realizations of salt duty and salt warehouse rent. The duty collections on general merchandise amounted to Rs. 1,77,673-14-9, against Rs. 1,58,205-5-4 of the preceding year, showing an increase of Rs. 19,468-9-5. The duty on salt was Rs. 7,19,299-10-7, against Rs. 8,57,633-14-3, giving a decrease of Rs. 1,38,334-3-8, principally attributable to the prevalence of a cheaper wholesale rate at Calcutta than at Chittagong in the year of report, and the consequent resort of dealers from Dacca, Noacolly, and Tipperah, who under favourable circumstances would have drawn their supplies from Chittagong in preference to Calcutta.

Chittagong is principally a port of export, for most of the vessels which put in there come in ballast, excepting salt vessels. Its staple export is rice, and in the year under review the grain exports show an increase of 275,652 maunds, while the number of ships which cleared out from the port was 226 with a tonnage of 65,801, against 207 ships with a tonnage of 51,587 in 1870-71. There is a prospect of a direct trade being opened between Australia and Chittagong, the leading European house at the latter port having this year made a trial shipment to Sydney.

The total duty and other collections at the Orissa ports on account of merchandise only exhibit a net decrease of Rs. 11,280. In Pooree there were no collections at all during the year. The falling off at Balasore amounts to Rs. 1,065. At the Cuttack ports the decrease was Rs. 2,037, but there was a set-off against the difference

between this year's and last year's figures to the extent of Rs. 1,125 refunded in 1870-71 on account of duty levied on cargo shipped to a foreign port which was subsequently relanded at a coasting port. The net decrease at Cuttack was therefore Rs. 912.

The trade of these Orissa ports is really considerable, but it mainly consists of Indian trade, which does not pay duty.

The following statement shows the principal articles of import and export on which the customs duty on merchandise was realized during the year:—

Statement showing the principal articles of Import and Export into and from the Bengal Presidency from and to foreign ports on which Customs Duty realized as merchandise during the year 1871-72.

IMPORTS.				
NAMES OF ARTICLES.		Quantities.	Rate of duty.	Amount realized.
Piece-goods cotton, viz.—				Rs. A. P.
Grey	Yards ...	492,484,002	5 per cent. ad. val. ...	34,37,827 15 0
	Pieces ...	608		
	Pairs ...	6,392,720		
White	Yards ...	87,007,615	Ditto	7,07,250 14 0
	Pieces ...	952		
	Pairs ...	990,537		
Colored and printed...	Dozen ...	151,613	Ditto	6,99,480 12 0
	Yards ...	67,702,893		
	Pairs ...	341,390		
Ditto Silk	Pieces ...	1,556	Ditto	46,999 13 0
	Dozen ...	132,341		
	Yards ...	720,251		
Ditto Woollen... ..	Number ...	66	Ditto	1,42,734 15 0
	Dozen ...	891		
	Yards ...	2,209,620		
Ditto Linen	Pieces ...	676	Ditto	5,001 15 0
	Number ...	390		
	Pairs ...	21,511		
Ditto Mixed	Gross ...	406,185	Ditto	4,506 1 0
	Yards ...	256,368		
	Dozen ...	24		
Twist and thread	Yards ...	93,872	3½ to 7½ per cent. ...	3,61,365 7 0
	Gross ...	33,956		
	lb ...	12,106,614		
Liquors, viz.—				
Wines	Gallons ...	245,770	Rs. 1 to 1½ per gal. ...	2,65,556 0 0
Spirits	" ...	248,983	" 3 per gallon ...	7,46,756 0 0
Malt	" ...	657,056	1 anna per gallon ...	41,054 0 0
Metals, viz.—				
Copper	Cwt. ...	100,346	7½ per cent. ad. val. ...	3,12,964 8 0
Iron	" ...	416,492	1 per cent. " ...	1,09,149 14 0
Lead	" ...	17,284	7½ per cent. " ...	14,184 10 0
Spelter	" ...	84,097	Ditto	70,365 14 0
Patent metal	" ...	45,567	Ditto	1,21,839 12 0
Tea	lb ...	525,594	Ditto	66,974 0 0
	" ...	546,538		
Tobacco	Number ...	6,909,201	10 per cent. ad. val ...	29,495 0 0
All other articles ... ..	.....		7½ per cent. " ...	11,11,636 0 0
Total Rs. ...				82,86,143 6 0

EXPORTS.

NAMES OF ARTICLES.	Quantities.	Rate of duty.	Amount realized.
			Rs. A. P.
Grain, viz.—			
Rice Cwt. ...	5,063,393	} 8 annas per maund	13,02,333 11 0
Wheat " ...	349,183		89,113 11 0
Other grains " ...	290,026		73,976 5 0
Indigo " ...	66,929	Rs. 3 per maund	2,73,380 0 0
Lac " ...	74,936	4 per cent. ad. val.	1,10,880 0 0
Oil-seeds " ...	4,069,105	3 per cent. "	6,04,085 8 0
Spices " ...	102,835	Ditto	16,953 0 0
All other articles ... .. " ...	.....	Ditto	40,868 13 0
Total Rs. ...			25,20,591 0 0

OPIUM.

The receipts, charges, and net revenue of the Opium Department during the official year 1871-72, as compared with the results of the official years 1855-56, 1856-57, 1865-66, 1869-70, and 1870-71, are shown in the statements below :—

Comparative Statement showing the Receipts, Charges, and Net Revenue of the Opium Department in the years indicated below.

ITEMS.	1855-56.	1856-57.	1865-66.	1869-70.	1870-71.	1871-72.
<i>Receipts.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Proceeds of sale of opium by public auction at the Presidency	4,12,13,677	3,76,14,906	6,28,48,622	5,47,64,370	5,49,89,179	6,89,75,036
Value of opium supplied for abkarees and medical purposes	5,03,492	5,83,675	10,30,332	10,66,878	14,43,642	4,385
Confiscations	2,044	1,242	250	42	3	20
Fines, savings, and miscellaneous receipts	26,179	35,087	23,184	1,10,084	9,817	7,575
Total receipts	4,17,45,392	3,82,34,910	6,39,02,388	5,59,41,374	5,64,42,641	6,89,87,016
<i>Charges.</i>						
Cost and charges of Oudh opium ... ..	.....	1,32,528	.....	.....	.....	.....
Salaries and establishments	6,72,507	6,85,282	6,90,556	6,80,742	7,29,883	7,66,421
Manufacturing charges	13,92,765	6,42,675	10,79,803	10,86,449	14,55,249	10,46,226
Payments to the growers for raw opium	1,06,69,290	97,40,114	1,71,39,758	1,63,89,433	1,79,28,832	1,40,68,611
Confiscations	14,100	5,468	.....	.....	.....	.....
Miscellaneous disbursements	14,515	1,201	.....	18,477	5,426	81,937
Total charges	1,27,63,177	1,12,07,266	1,89,10,117	1,81,75,101	2,01,19,390	1,59,13,195
Net revenue	2,89,82,215	2,70,27,644	4,49,92,271	3,77,66,273	3,63,23,251	5,30,73,821

Statement showing the cost of each seer of Opium in the years mentioned, and the price realized, gross and net.

YEAR.	Cost per seer.	PRICE REALIZED.	
		Gross.	Net.
	Rs. As. P.	Rs. As. P.	Rs. As. P.
1855-56	4 2 1	12 4 3	8 11 1
1856-57	4 0 11	13 1 4	9 0 3
1865-66	5 12 6	16 8 0	10 11 3
1869-70	5 2 10	17 10 1	12 7 0
1870-71	5 3 2	16 7 10	11 4 6

The figures for 1871-72 are not available, because the final reports have not yet been received from the agents.

The receipts from opium sold for consumption in India go to the Excise or Abkaree Department, and are not included in the above statements. In former years the cost price of the drug supplied to the Excise Department was credited to the Opium Department, but in the present year the sum of Rs. 4,385, which is entered as the value of the opium supplied for abkaree and medical purposes, really represents only so much as was supplied for medical use, the cost of the excise opium not having been credited.

It will be seen from the subjoined statement that the number of chests of provision opium of both agencies sold during the year 1871-72 amounted to 49,695, being 665 chests more than the number sold in the preceding twelve months. The total receipts amounted to Rs. 6,89,87,016, and the charges to Rs. 1,59,13,195, leaving a net revenue, as shown above, of Rs. 5,30,73,821, being Rs. 1,67,50,570 more than that of the preceding year, and Rs. 1,53,07,548 more than that of 1869-70.

This increase is thus accounted for. The excess in the proceeds from the sale of provision opium was Rs. 1,39,85,857, and there was besides a diminished expenditure in 1871-72 amounting to Rs. 42,06,195. These sums added together would give even a larger increase than that mentioned above; but it is necessary, in accordance with the orders of the Government of India, to deduct from the total receipts the whole value of the abkaree opium supplied, and this reduces the increase to Rs. 1,67,50,570. The increase in the proceeds of provision opium is explained by the simple fact that not only were more chests sold, but the

average price they realized showed an increase of Rs. 266-7-5 per chest as compared with the prices of 1870-71

Year.	NUMBER OF CHESTS SOLD.			AMOUNT REALIZED.						Abkree and miscellaneous receipts.	Total receipts.	Total charges.	Net revenue.
	Behar.	Benares.	Total.	Behar.	Benares.	Average per chest.							
						Rs.	A. P.						
1855-56 ..	34,125	15,274	49,399	2,83,40,882	141,28,72,793	13	884	4	10	5,51,715	4,17,45,392	1,27,68,177	2,89,82,215
1856-57 ..	29,632	12,610	42,272	2,62,97,981	71,13,16,925	0	889	13	3	6,20,004	3,82,34,910	1,12,07,266	2,70,27,644
1855-56 ..	31,234	24,727	56,011	3,60,21,397	13,2,08,27,225	0	1,122	1	2	10,53,766	6,39,02,388	1,39,10,117	4,49,92,271
1693-70 ..	26,245	19,435	45,680	3,21,43,260	0,2,26,16,010	0	1,198	13	10	11,77,004	5,59,41,374	1,31,75,101	3,77,66,273
1870-71 ..	27,363	21,605	49,050	3,13,39,084	0,2,36,50,098	0	1,121	8	8	14,53,462	5,64,42,641	2,01,19,396	3,63,23,251
1871-72 ..	29,985	19,710	49,695	4,19,81,111	0,2,69,93,928	0	1,357	15	5	11,980	6,39,87,016	1,59,13,195	5,30,73,821

The total cost per seer of opium, all charges included, except interest on block and some other items, which cannot be calculated, has hitherto been Rs. 5-6-1, and each chest contains 1 maund 28 seers 2 chittacks, so that the cost price of each chest is about Rs. 370. It follows that the net profit derived from the opium sold in 1871-72 was upward of Rs. 1,000 per chest.

Looking to the rise in value of most articles of agricultural produce, and to the high price at which opium was sold, the price paid to the cultivators for the raw opium was increased in 1871 from Rs. 4-8 to Rs. 5 per seer, and the crop of 1871-72 was paid for at that price, and this will make the cost per chest upwards of Rs. 400.

Land under Cultivation.

YEAR.	BEHAR AGENCY.		BENARES AGENCY.	
	Beegahs.	Acres.	Beegahs.	Acres.
1855-56	4,06,400	= 254,000	1,76,447	= 110,279
1856-57	3,80,906	" 233,066	1,62,990	" 101,869
1856-58	4,45,225	" 278,265	2,50,000	" 156,250
1869-70	4,97,339	" 310,837	3,09,751	" 193,594
1870-71	5,06,664	" 316,665	3,46,485	" 216,553
1871-72	5,25,838	" 328,648	3,65,471	" 228,419

The statement given in the margin shows the quantity of land under cultivation in both agencies in the different years for which figures have already been given.

The opium produced in the winter and spring of one season is manufactured, stored, and sent to Calcutta in the course of the summer, and is generally sold in the following calendar year.

It has been latterly desired to form a reserve, so as to equalise as much as possible the amount of sales; but on account of the shortness of the last two crops it has not yet been possible to carry out this intention. The following table shows the quantity of opium produced in each of the last three seasons, and the quantities sold or advertised for sale in the following calendar years:—

Produced in 1869-70 ...	Chests 54,072...	Sold in 1871 ...	Chests 52,000
Ditto in 1870-71 ...	" 40,981 ..	Sold and to be sold in 1872 ..	" 42,900
Ditto in 1871-72 ...	" 42,975...	To be sold in 1873 ...	" 42,000

The outturn of provision opium in the Behar agency available for sale in 1873 is reported to be 26,182 chests, against 22,981 chests manufactured in 1870-71, being 3,201 chests more in the year under review as compared with the produce of the preceding year. The outturn in the Benares agency is 16,793 chests, against 18,000 chests manufactured in 1870-71, or 1,207 chests less in the present year. The total quantity of opium manufactured this year was therefore 42,975 chests. Out of this, 674 chests from Behar and 277 chests from Benares, or a total of 951 chests, had to be deducted to complete the total number advertised to be brought forward for sale during 1872. The total number of chests for the China market available for sale in 1873 stood thus at 42,024 chests, and it has accordingly been advertised in the *Calcutta Gazette* that 42,000 chests only will be offered for sale in that year.

The opium blight of 1870-71 was noticed in last year's report.

Opium blight. In March 1872 the appearance of another blight in the crops was reported. In the Behar agency it made its appearance in the subdivisions of Shahabad and Alleegunge; and in the Benares agency in Futtehgurh, and in parts of Jounpore and Jaloun. On receipt of this report Dr. King, Superintendent of the Botanical Gardens, was directed to proceed to the spot and examine the crops, and a communication having been received from Dr. Hooker condemning as meagre and unsatisfactory the inquiry which had before been made in respect to the blight of 1870-71, Dr. King was asked to sift the entire matter and submit a full report. This report was submitted in May 1872, or some time after the close of the year. Dr. King was unable to form any precise opinion as to the nature of the blight from inspection of living diseased plants, as at the time of his visit the few plants

remaining in the fields were perfectly dry and withered. Nor was he able to learn much from examining the dried specimens of diseased plants furnished to him, the majority of which presented no symptoms of disease on their stems or leaves. He was satisfied that the blight was not of the nature of an oidium, but he considered it extremely likely that it was the result of the exhaustion of the soil, and he suggested this disadvantage being met by the extended use of manure. Subsequently the Government of India suggested the establishment of seed gardens for the observation and improvement of the opium plant. Measures for giving effect to these suggestions are under consideration. Subsequent reports have shown that the blight was not as bad as had been expected; indeed it has not affected the crops of 1872 to any very material extent. But dry winds prevailing at the gathering season, and other causes, reduced the outturn of the crop far below expectation.

Reports were called for from the local Opium Authorities on the above suggestion of Dr. King, that a more

Arrangements made to extend the use of manure among opium cultivators.

extensive use of manure should be resorted to, and, finally, the Board of Revenue

recommended that the executive officers in both opium agencies should be authorized to grant manuring advances of one or two rupees a beegah to cultivators engaging to manure their opium fields. It was, however, necessary, if this proposal were sanctioned at all, to sanction it at once, for the time for the payment of opium advances was very close, and if orders did not immediately issue, they could not be given effect to until 1873-74. There were weighty arguments against making additional opium advances for manuring, which rendered the Lieutenant-Governor very willing to sanction an extra Rs. 2 advance per beegah all round without consulting the Government of India. But on a consideration of all the circumstances, and as many of the executive officers of the Opium Department wished to try the experiment, the Lieutenant-Governor sanctioned, in anticipation of the confirmation of the Government of India, the Sub-Deputies making manuring advances up to Rs. 2 per beegah to ryots who would promise to manure their poppy lands efficiently. Manuring advances were not, however, to be made this year on more than 50,000 beegahs in either agency, and the results of such advances were directed to be carefully watched and reported upon. These orders were subsequently confirmed by the Government of India.

For some years past the Government of India has been desirous of extending the area of opium cultivation.

Results of the extension of opium cultivation to Chota Nagpore, Saharanpore, and Moradabad.

Agencies have been established in the Chota Nagpore country and in the farther parts of the North-Western Provinces.

The sub-division established in Chota Nagpore is doing fairly well, and additions have lately been sanctioned to the establishment employed under the Sub-Deputy Agent in charge. In Saharanpore the Benares Agent proposed, among other re-arrangements, that from the 1st July 1870 the Bijnore district should be annexed to this sub-division, which would then comprise the zillah of Mozuffernugger,

Saharunpore, Bijnore, and the Dehra Doon, and this suggestion received the sanction of this Government and of the Government of India.

The results hoped for from this re-arrangement have not, however, been secured, for the present Agent in his annual reports desired to call attention to the state of Saharunpore. He pointed out that of beegahs 4,471-3 engaged for, beegahs 4,028-16-13 were actually brought under cultivation; of this as much as 862 beegahs had failed, and the actual outturn of damdetta opium was 44-5-4 $\frac{3}{4}$, equal to only 7 chittacks per beegah. For the year following, the engagements amounted to only 2,477 beegahs against 4,471 in the previous year. But the actual amount brought under cultivation was only 1,734 beegahs, the outturn being being maunds 41-3-15.

As regards Moradabad, the experiment was introduced in 1869-70, when engagements were entered into to cultivate beegahs 1,559, but the land actually brought into cultivation was shown in measurement to be only 1,445 beegahs, and this yielded nearly 60 maunds of opium. Whatever may have been the cause, the cultivation in 1870-71 fell to 1,323 beegahs, with an outturn of a little over 32 maunds; and in 1871-72, though agreements were made to cultivate 1,767 beegahs, only 1,066 beegahs were actually cultivated, and these gave an outturn of only a little over 26 maunds. The Agent, therefore, recommended that Government should withdraw from the cultivation in the Saharunpore division and in the Moradabad factory, and this proposal has been accepted both by this Government and the Government of India.

An experiment was sanctioned during the year for introducing the poppy cultivation in the Tharro country at the foot of the Soomessur range, in the Chumparun district. This tract of country extends from Treebanee Ghat eastward to the borders of Nepal, and is chiefly inhabited by the Tharroos, a simple race, straightforward and independent. It was found on examination to be well adapted for the cultivation of the poppy, and much success was anticipated if the people could be induced to engage in the cultivation willingly.

During the year under review a large quantity of opium was offered for sale by the Nepal Government, who expressed their willingness to dispose of their opium to a wholesale purchaser. The price asked was far beyond that paid for the drug to the opium cultivators in Behar, being about Rs. 9-10-3 per seer. The Board recommended an offer being made of Rs. 6 per seer (*i.e.*, one rupee in excess of the rate paid by Government to cultivators), with a commission of one rupee per maund for all opium delivered at Motiharee and found to be good and of 70° consistence, a proportionate price being paid for the rest according to quality. This rate was proposed because in the case of the Nepal opium there were no expenses of supervision, of cultivation, or of establishment in giving out advances, and no interest on advances was incurred. There was besides the evident advantage of the area producing opium being not taken from the food-producing area in

British territory; and it was also considered desirable on political grounds to interest the Nepal Government in the production of opium to be sold to the British Government. The sanction of the Government of India having been obtained to the rates, they were offered to the Nepal Government, by whom, however, they were refused.

In June 1871 the Government of India being desirous of ascertaining what prospect there was of extending opium cultivation in the hills of Mussoorie and Simla, the Punjab and Northern Scindh, and being desirous of introducing into those provinces the Bengal monopoly system, asked this Government to depute the best officer who was available to make the necessary inquiries in those parts.

The Lieutenant-Governor, when desiring the Board of Revenue to carry out the wishes of the Government of India, remarked that the cultivators in the Punjab being entirely free, and subject only to an acreage duty and to excise rules on the sale, the nature of the cultivation was perfectly well-known. The question, therefore, could probably be reduced to one of price; and here the chief doubt arose, for the papers available seemed to show that the very little opium produced in the Simla and Mussoorie hills was readily bought up for use in the Punjab at prices higher than those given by Government. Seeing that in the absence of advances, and in consequence of the acreage charge, it might be necessary to pay a somewhat higher price, the Lieutenant-Governor thought that the officer deputed might be allowed to offer as high as Rs. 6 per seer for a few maunds of good opium to be bought in the market and sent to the agencies and tested as an experiment. Further, without seriously attempting any large system of advances in any one place, he might also (by way of testing the matter) offer contracts on Rs. 5 per seer to a few cultivators in selected villages accustomed to the growth of the poppy.

The Lieutenant-Governor, in informing the Government of India that he had carried out the instructions he had received, also said that he considered that some caution was necessary in the attempt to extend the cultivation of opium; and with reference to this point, he desired to instance the case of Pergunnah Jownsur Bawar in Dehra Doon, where, though magnificent prospects of success were held out throughout a long correspondence, the actual productive capability was ultimately found to be most insignificant.

His Honor was led to doubt whether the Punjab and Upper Scindh would prove to be a profitable source of supply, by the consideration that so far as Bengal opium was concerned, the productiveness of each district seemed to vary inversely with its approximation to the Punjab type of country. Thus, in the eastern districts comprised in the Benares and Patna divisions, the production was very large. In Fyzabad and other districts in the east of Oude, it was also considerable, as that country was always found to be suited to the growth of the poppy, and consequently the Bengal system was easily introduced there ten or twelve years ago. Mr. Campbell recollected that at that time the cultivation was unpopular in the central and western districts of Oude, and recent reports showed that it still continued to be so. In

the Lower Doab, again, a good deal of opium was obtained, while the attempt to get supplies from the districts about Agra had entirely failed. Efforts had been made to extend the cultivation throughout the North-Western Provinces; but even in comparatively moist Rohilkhand the estimated produce for the past year was only 634 maunds, and in the Saharunpore division only 159 maunds, while in the eastern districts single sub-divisions had produced 4,000, 5,000, and 6,000 maunds.

Very many years ago, when Mr. Campbell was a district officer in the districts west of the Jumna, and opium was there quite free, a good deal of it was produced, and some villages were much demoralized in consequence; but he was under the impression that the then existing prohibition of the cultivation in the North-Western Provinces stimulated the production. It might well be that in the cis-Sutlej and Jullundhur divisions, and one or two other sub-montane districts of the Punjab, an agency might succeed about as well as in the Upper Doab of the North-Western Provinces; but in the drier districts down the Indus the Lieutenant-Governor could hardly think that much success was probable. He trusted, however, that the experiments ordered in accordance with the instructions of the Government of India would test the matter.

Having complied with the instructions he had received, and having given any information which he possessed bearing on the matter under consideration, the Lieutenant-Governor thought it right to say that his opinion was adverse to the views expressed by the Government of India, regarding the desirability of extending the Bengal system into new fields, rather than the Bombay system, on the ground that the former yielded a larger revenue. It seemed to His Honor that this could only be the case so long as the Bengal supply was restricted in quantity, and that if we succeeded in extending the cultivation, it would be so no longer. He believed that to this day the cost of Bengal opium, including all expenses of supervision, direct and indirect, with the interest of the money advanced to the cultivators, the charge of the Department Public Works for buildings and other incidental outlay, had never been exactly shown; but now that we were to pay Rs. 5 per seer for the raw opium, he thought it might safely be said that so long as the price obtained did not exceed Rs. 1,100 per chest, there is little, if any, financial advantage in the Bengal system over the Bombay system of a Rs. 600 duty.

To meet Chinese and foreign competition it had, the Lieutenant-Governor believed, been considered desirable to keep down the price to about Rs. 1,100, and it had very recently been a good deal lower. If we succeeded in obtaining by the increase to Rs. 5 the provision of 60,000 chests, at which the Government of India aimed, from our present field, his impression was that the price would probably come down to Rs. 1,100; and if we went further in point of quantity, it might fall still more and involve a loss on the Bengal as compared with the Bombay system.

The argument, however, which appeared to the Lieutenant-Governor most forcible was that so long as we could obtain so great a revenue as Rs. 600 per chest from an export duty, it was very undesir-

able to extend the Government monopoly system to new districts on account of the moral and political evils which it involved. There could, he thought, be no doubt that the extension of the cultivation to new districts involved an injury to the population and some loss of excise revenue. Since it had been prohibited in Assam, it was notorious that the use of the drug had much decreased, while we had obtained a large revenue; and *vice versa*, the converse results occurred when the cultivation was introduced for the first time. On account of their religion prohibiting the use of tobacco, the Sikhs were already too much addicted to the use of opium, and His Honor would rather prohibit it altogether than extend the cultivation in the Punjab. In the Central Provinces also, under a moderate restriction, this cultivation was dying out, and he would not attempt to force it there or anywhere else if it would not bear the Bombay export duty and find its way to the scales upon ordinary mercantile principles.

As regards the position of Government, Mr. Campbell had long been of opinion that the active participation by this Government in the production and sale of a noxious drug was a very different position from that occupied by a Government which merely subjected it to a heavy duty. No one proposed that the Government of England should remit the duty on gin and let it go free, because gin was an injurious drink; but if Government were the great gin merchant of the country—if it were constantly occupied in stimulating its great public officers to establish new public houses and increase the sale,—the Lieutenant-Governor apprehended that it would not satisfy the world by saying that a somewhat better revenue was obtained by that means than by an excise. Perhaps it might be said that Government supplied better gin; but as regards opium we could not even say that, for the free Malwa opium beats our Bengal opium. While financial risks might stand in the way of any plan for abandoning the Bengal system in the districts where it was established, the Lieutenant-Governor ventured to deprecate the attempt to extend it to new fields. And being the executive officer entrusted with the duty of giving effect to whatever decision might be arrived at, he hoped that he would be held excused for putting his opinion on record.

The Government of India replied that this policy, with regard to the extension of opium cultivation, had been adopted after careful consideration, and they were not prepared to reconsider the principles. At the same time they approved of the instructions that the Lieutenant-Governor had issued to the Board of Revenue, on the understanding that the experiment of making advances in the Punjab would be freely and fully tried.

According to these instructions Messrs. Ridsdale and Field, trustworthy officers of the Behar and Benares agencies, were at once sent up with instructions to place themselves under the orders of the Government of the Punjab for the purpose of purchasing opium, and orders were received from the Government of India that the opium they bought should be made over to the Agent at Benares.

Mr. Field, who had been deputed to Shahpore, accordingly sent to Ghazepore a consignment of opium in quantity less than 16 maunds, which he had been able to purchase there, but which after careful

examination by Dr. Whitwell was found to be of a very inferior description. To use that officer's words, "the whole of the amount sent down (with the exception of a very small quantity) was so markedly inferior in appearance and aroma, and fell so far short of the standard adopted at this factory for opium necessary for provision purposes, that the only use to which it could be applied was for the production of lewah; the risks which would have attended any attempt to mix it with the higher qualities of opium used for caking being far too serious to cause the idea to be entertained for a moment." Mr. Ridsdale, who had been deputed to Dehra Ghazee Khan, succeeded in purchasing there nearly 4 maunds of opium, giving a high price for it, and this on examination contrasted very favourably with that received from other districts of the Punjab. Much of it was remarkable for its high consistence, which, from its rich full aroma and colour, would have been ranked of a high class if sent from our older divisions.

While Messrs. Ridsdale and Field had been thus placed under the orders of the Punjab Government, another opium officer, Mr. Mendham, was also employed under the orders of the Benares Agent in purchasing opium in the Umballa and Kurnaul districts.

In July last the Board of Revenue reported on the results of the experiment which this officer had been sent to make. Mr. Mendham had purchased 320 maunds 14 seers, for which he had paid Rs. 64-069-6. The factory analysis had reduced this quantity to 277 maunds 33 seers of the consistence of 70·1, equal in value to Rs. 55,568-7. There had therefore been a loss of Rs. 8,500 in the quantity of opium purchased. It happened, however, that circumstances had admitted of the opium, which was not of the required quality, being used up for pasting the opium cakes, and therefore no actual loss had occurred. It appeared also that the object with which Mr. Mendham had been sent to Umballa had not been attained. It was intended that through his inquiries and operations it might be ascertained whether cultivators in the Punjab would give in good opium at the price of Rs. 5 per seer without the introduction of Act XIII of 1857; and, if so, to what extent. Mr. Mendham, however, instead of returning the diluted opium brought to him by the cultivators, admitted that he had accepted and appraised it higher than it was worth, with the object of inducing cultivators to bring their opium to him. This they at once did on finding that for a diluted article they received the price of the genuine article. But if Mr. Mendham had rejected the diluted article, either no more opium, or opium of a really good quality, would have been brought, and thus it would have been ascertained either that Government could not compete in the open market with native buyers, or that there were good grounds for continuing operations next season.

The Board of Revenue thought that unless Act XIII of 1857 were extended into the Punjab, it was useless to make further experiments there. Messrs. Ridsdale and Field had been able to get only a few maunds of good opium, and Mr. Mendham, high as he had paid for it, had only got 320 maunds of very poor stuff. The Board thought it might be assumed that unless Act XIII were introduced, opium could only be obtained at Rs. 5 a seer in those parts where carriage was not easily available, and where consequently opium had not a high market value.

Mr. Richardson, under whose orders Mr. Mendham had acted at Umballa, explained why he had held the view that it was good policy to buy this somewhat doubtful opium in Umballa district, and the Lieutenant-Governor was not prepared to say that under the circumstances the view was not a sound one; for it was clearly very desirable to exhaust the facts and to ascertain whether opium could be brought in any quantity, and if so, of what quality.

In expressing his opinion on Mr. Richardson's proposal to extend the Bengal opium monopoly system to 12 districts situate over seven divisions of the Punjab, the Lieutenant-Governor said that the Board of Revenue had forwarded, with an expression of concurrence, a letter from the Opium Agent of Benares, reporting that, so far as last season's experience went, and so far as it was possible to judge, there seemed to be no prospect whatever of securing in the Punjab any large supply of opium for the China market at a price of Rs. 5 a seer of the standard consistence.

Further, a report had been received of a seizure of a large parcel of Patna opium at Umballa. One of the smugglers, who had turned informer, stated—and his statement was apparently credited by the local officers—that a considerable quantity of Patna opium had during the last few years been smuggled into the Punjab.

It was mentioned also that Mr. R. E. Egerton, Financial Commissioner of the Punjab, had stated* that “the amount of opium produced in the Punjab was small, and was insufficient for local consumption.”

The Lieutenant-Governor submitted that as we had, with the sanction of His Excellency the Viceroy in Council, now withdrawn the Saharunpore opium agency as a failure, he believed that the Government of India would not desire to introduce the Bengal system in the Punjab. He did not think that we could hope to get good opium there in any quantity at the price we offered for it. The small parcel from Dehra Ghazee Khan, bought at a price about our Bengal rate, was, however, good opium,—perhaps it might resemble the Malwa drug; and the Lieutenant-Governor thought it quite possible that if such opium were bought at a higher price than was given on this side of India, say Rs. 7 or Rs. 8, or even Rs. 9 and Rs. 10 per seer, it might pay the Bombay rate of duty (Rs. 600 per chest), and be exported by Kurra-
chee or Bombay in fair competition with Malwa opium, in case the Government of India should wish to try that system in the Punjab.

The final result of the Punjab experiment and of the correspondence thereon has been that the Government has withdrawn for the present from the attempt to introduce into the Punjab the opium monopoly system of Bengal.

In August last the Government of India forwarded, for the opinion of the Lieutenant-Governor, the proposals of a committee which had been appointed at Simla informally to consider the subject of the reorganization of the Opium Department in northern and eastern India.

The committee advised that if poppy cultivation were extended into other provinces, it was inexpedient that the supervision of the

* See speech in Council of the 5th September 1872.

whole should remain with the Government of Bengal, but that each local Government should exercise an equal authority over the Opium Department in its own territory. They considered that the whole department could be best superintended by an officer to be designated "Director-General of the Opium Department," and who should be immediately subordinate to the Imperial Government. With this officer should rest the administration of the department, so far as regards the general system or organization, the manufacture or sale of the drug, or any general question affecting more than one province. In such matters there was no object to be gained by the interposition of the local Governments. The committee also thought that the detailed operations of the department should be conducted by departmental officers, and they deprecated any interference or authority being exercised by ordinary district authorities. If there were any complaints made by cultivators, they could be disposed of by the civil courts. In submitting the views of this Government, the Lieutenant-Governor remarked that, so far as he was concerned, he would not be sorry to be relieved of the responsibility for the Opium Department; but he considered that it was essential that the degree in which the Imperial Government was prepared to undertake the management of administrative details should be clearly understood. If the members of the Supreme Government could not command the leisure to enable them to undertake this duty, the entire control of the department would rest with the Director-General, an officer of the same calibre as a member of a Revenue Board, or of a Financial Commissioner. The Lieutenant-Governor doubted whether success would attend the attempt to extend the cultivation of the poppy in the Punjab and western part of the North-Western Provinces, and he deprecated the introduction of the Bengal system in provinces where it did not now prevail. Both His Honor and the Board of Revenue were of opinion that the proposed changes in the administration of the Opium Department, so far as they depended on expectations of increased poppy cultivation in new countries, which might after all never be realized, were to some extent premature.

His Honor further thought that the zeal with which a new department under the immediate control of the Government of India might endeavour to push opium cultivation, might be injurious, and that the systems in use in Bengal and the North-Western Provinces worked well and smoothly. The local authorities of the country promptly checked any abuse of departmental authority.

It seemed to the Lieutenant-Governor that if an Imperial Opium Department were created, it should undertake the superintendence of the Malwa opium revenue, and that this would be an advantage. If this were done, the two systems might be compared, and all facts bearing on the management and prospects of the opium revenue generally, whether in India, in China, or elsewhere, might be brought together and considered as a whole. If, however, the arrangement were only contemplated as regards Bengal and the North-Western Provinces, His Honor doubted whether, under the proposed new arrangements, the Opium Department would be found to work so smoothly as it has hitherto done under the traditional care of the Board of Revenue.

SALT.

The following tables show the general results of the year under review, as compared with those of the previous year.

General results.

Receipts from Salt.

	1870-71.	1871-72.
	Rs.	Rs.
Proceeds from sale of Government salt	1,34,967	45,853
Duty on imported salt	2,49,10,428	2,41,56,330
Duty on excise salt	8,35,890	10,44,475
Warehouse rents	1,30,427	1,36,030
Fees and miscellaneous receipts	1,32,729	83,698
Total	<u>2,61,44,441</u>	<u>2,54,66,386</u>

Stocks, Imports, &c.

	Mds.	Mds.
Total of all stocks in bond at the commencement of the year	3,585,028	2,653,738
Total quantity imported and manufactured during the year	7,091,545	8,014,098
Total	<u>10,676,573</u>	<u>10,667,836</u>
Quantity on which duty was paid during the year ..	7,957,221	7,766,235
Balance	2,719,352	2,901,601
Quantity written off during the year on account of wastage	65,614	60,405
Net balance in stock and bond at close of the year ...	<u>2,653,738</u>	<u>2,841,196</u>

The above figures show a decrease in the receipts from the sale of both Government and imported salt of Rs. 89,114 and Rs. 7,54,098 respectively, as also a decrease in the receipts from fees and miscellaneous receipts, while under the remaining two heads there is an increase shown which, in the case of excise salt, amounts to Rs. 2,08,585. On the whole it will be seen that there is a decrease of Rs. 6,78,055, or about $2\frac{1}{2}$ per cent. as compared with the receipts of 1870-71.

Details of stocks, imports, &c.

The following comparative tables give details of the figures shown :—

Detail of Quantities Imported and Manufactured during the year.

		1870-71.	1871-72.
		Mds.	Mds.
Imported	Calcutta	6,424,289	7,644,353
	Chittagong	88,549	155,278
Manufactured	24-Pergunnahs	18,949	20,177
	Balasore	127,156	128,693
	Pooree	371,298	32,229
	Cuttack	61,394	33,368
Total		<u>7,091,545</u>	<u>8,014,098</u>

Detail of Quantities on which Duty was paid during the year.

		1870-71.	1871-72.
		Mds.	Mds.
Government salt	Sulkea	1,600	.....
	Hidgellee	17,690	8,345
	Pooree	15,987	8,795
		85,277	12,140
Sea-imported salt from ship-board.	Calcutta	4,829,998	5,502,474
	Chittagong	10,848	10,798
		4,840,846	5,513,272
Ditto from bond	Calcutta and Sulkea	2,570,862	1,708,922
	Chittagong	253,039	210,524
		2,823,901	1,919,446
Excise salt from bond	24-Pergunnahs	20,000	17,606
	Balasure	93,481	111,119
	Pooree	121,493	159,808
	Cuttack	22,223	32,844
		257,197	321,377
Total ...		7,957,221	7,768,235

Detail of Stock remaining at the close of the year.

		1870-71.	1871-72.
		Mds.	Mds.
Government salt	Sulkea ... ..	.....	.....
	Hidgellee... ..	25,020	16,365
	Pooree	116,890	94,829
		141,910	111,194
Sea-imported private salt in bond.	Calcutta and Sulkea	1,937,462	2,233,619
	Chittagong	170,939	102,333
		2,008,401	2,335,952
Excise manufactured salt in bond.	24-Pergunnahs	3,403	2,121
	Balasure	88,844	118,487
	Pooree	249,715	...
	Cuttack	39,732	66,320
		381,694	186,928
Ditto in aurungs or place of manufacture ...	24-Pergunnahs	10,739	14,593
	Balasure	88,621	74,590
	Pooree ... ..	.....	110,276
	Cuttack	22,373	7,673
		121,733	207,122
Total ...		2,653,738	2,841,196

The importations were confined to the ports of Calcutta and Chittagong, and were considerably in excess of those in 1870-71. There was a net increase of 1,286,793 maunds, or nearly 20 per cent. The importations into Calcutta show an increase of 1,220,064 maunds during the year under review, and those into Chittagong show an increase of 66,729 maunds; the increase at both ports being chiefly confined to importations from Liverpool. There was, however, as mentioned above, a decrease in the duty levied, because a much larger quantity of salt was cleared from bond in 1870-71 than in the year under report.

The salt manufacture under the excise rules was confined to the Orissa districts and the 24-Pergunnahs; to a very small extent in the latter. The quantity manufactured was considerably less than that manufactured during the previous year, showing a decrease of 364,240 maunds, or about 62 per cent. This decrease occurred in the Cuttack and Pooree districts; in the former there is a decrease of 28,026 maunds, while in Pooree the decrease amounts to 338,979 maunds. In Pooree large contracts were entered into and licenses obtained; but partly owing to a break up of the Company organized to carry on manufacture under license, and partly to very wet and unfavourable weather and importation of Ganjam salt, the contracts were not worked up to. The total quantity manufactured in Orissa in 1871-72 was 194,290 maunds, against 559,758 in the previous year. The reason why the duty on excise salt was nevertheless larger than that realized in 1870-71 is, that more excise salt was cleared in the year under review than in the preceding year.

There was a total decrease in the sales of Government salt of 23,137 maunds, or 65 per cent. The Government manufacture of salt being stopped, very little of the stock now remains. The consumers in Bengal prefer Liverpool salt, and only take the remains of the Government salt when there is a scarcity of Liverpool salt. As regards the Pooree Government salt, the destruction of the remaining stocks has been considered advisable, the quality and colour of the salt having much deteriorated by keeping, and owing to the fact that the whole is salt obtained by boiling, while salt made by solar evaporation is preferred by the population of Orissa.

The sales from ship-board show an increase in the quantity of 672,426 maunds, and Rs. 21,85,385 as duty, compared with the results of the previous year.

The following table shows the quantities of salt that were conveyed by the several railways and by water *via* the salt pass stations during the past two years:—

Year.	<i>Via</i> Balukhal.	<i>Via</i> Sankrail.	<i>Via</i> Gowkhali.	<i>Via</i> Kidderpore.	<i>Via</i> Balhaghatta.	By East Indian Railway.	By Eastern Bengal Railway.	By Calcutta and South-Eastern Railway.	Total.
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
1870-71	2,673,309	508,767	414,082	320,526	2,531,865	1,216,607	32,488	65	7,698,609
1871-72	3,251,919	672,499	443,900	338,957	2,345,364	1,597,596	25,972	104	8,676,311
Total	5,925,228	1,181,266	858,882	659,483	4,877,229	2,814,203	58,460	169	16,374,920

The total number of cases instituted during the year for offences against the Salt Law in each district, Cases instituted for offences against the Salt Law. against the Salt Law in each district, is given below :—

Abstract Statement of cases instituted and brought to trial under the Salt Law in Bengal in the year 1871-72, compared with the results of the previous year.

Districts.	1870-71.								1871-72.								Increase of cases in 1871-72.	Decrease of cases in 1871-72.		
	Number of cases left pending at the close of the previous year.	Number of cases instituted during the year.	Total number of cases brought to trial during the year.	Number of cases in which convictions were obtained.	Number of cases in which defendants were acquitted.	Total number of cases disposed of.	Number of cases left pending at the close of the year.	Number of persons apprehended.	Number of cases left pending at the close of the year.	Total number of cases disposed of.	Number of cases in which convictions were obtained.	Number of cases in which defendants were acquitted.	Total number of cases disposed of.	Number of cases left pending at the close of the year.	Number of persons apprehended.					
Midnapore	4	186	190	166	18	184	6	585	6	368	374	286	33	319	55	487	182	...		
Howrah	...	17	17	11	6	17	...	18	...	39	39	36	3	39	...	41	22	...		
24-Pergunnahs	...	150	150	118	28	146	4	408	4	394	398	300	6	396	2	408	244	...		
Jessore.	...	96	96	82	14	96	...	103	...	73	73	60	12	72	1	77	...	23		
Cuttack	...	214	214	190	24	214	...	220	...	117	117	96	21	117	...	148	...	97		
Pooree	...	18	18	11	7	18	...	59	...	47	47	46	1	47	...	94	29	...		
Balasore	...	11	233	244	200	38	238	6	391	6	192	198	183	12	195	3	352	...	41	
Backergunge.	...	1	29	30	27	1	28	2	30	2	6	8	1	7	1	8	...	23	...	
Chittagong	...	...	35	35	33	2	35	...	94	...	22	22	2	22	...	46	...	13	...	
Noakhally	...	1	35	36	32	8	35	1	61	1	31	32	19	10	29	3	36	...	4	...
Grand Total	17	1,013	1,030	870	141	1,011	19	1,973	19	1,299	1,308	1,144	101	1,243	65	1,092	477	201	...	

The statement shows that in the districts of the 24-Pergunnahs, Howrah, Midnapore, and Hooghly, there were increases in the number of cases and convictions. The greatest number of cases were for misuse of passes. In Midnapore there were 167 cases instituted for "neglect to certify in rowanahs sale or loss of salt," against only 9 cases in 1870-71 and 32 cases in 1869-70. The systematic abuse of passes by their holders was discovered by the police, and this led to the increased number of cases instituted. In Pooree the increase is ascribed by the Commissioner to the extreme drought and distress among the southern coast population, and to a more careful check being kept on holders of passes who evaded giving up their papers after sale of salt.

It was mentioned in last year's report that there was a question of introducing into Behar Act XXXI of 1861 for protecting the salt revenue against loss from the sale, without payment of duty, of salt educed in the manufacture, or pretended manufacture of saltpetre, and other illegal manufacture from saline soils in the interior. The Government of India, though thoroughly satisfied of the imperative necessity of adopting the proposed measure for the purpose in view, raised certain objections to the preventive establishment proposed by the Board of Revenue, considering it to be manifestly inadequate for the work which the agency employed would have to perform, owing to the works in Behar being so numerous, scattered as they are so profusely through the three districts of Sarun, Chumparun, and Tirhoot. The question of agency received every attention from the Lieutenant-Governor; but while admitting that there was some ground for the strictures of the Supreme Government on the Board's proposals for working the Act, His Honor adhered to his original recommendation, being of opinion that consideration should be given, not so much to the mere question of cost, as to the vexation and disturbance of men's minds which would be caused by introducing into Behar a division of, as it were, a foreign and independent, and probably in some degree predatory, army in the shape of customs establishments. The Lieutenant-Governor moreover was of opinion that, especially at first, the measure should be introduced in a manner as little irritating as possible, which desirable object could only be effected among a class of people wholly unaccustomed to the supervision of the Customs Department by leaving it under the direction of the local authorities. The sanction of the Government of India was subsequently accorded to the Lieutenant-Governor's proposals as a tentative measure, at a yearly cost of Rs. 39,000, and the Board of Revenue have been requested to make the necessary arrangements, and to set in hand the organization of the requisite establishments.

EXCISE.

The following statement shows the total excise revenue from various sources for the year 1871-72, and it shows also the excise duty rates

and revenue in 1856-57. The duties levied on imported wines and liquors and credited to customs revenue are also shown.

Statement of Excise Revenue in Bengal.

ARTICLE.	1856-57.		1871-72.		Duty.	RATE OF		Duty.	PRODUCE FROM		Total Revenue.
	Rate of duty.	Revenue.	Duty.	License fee per annum.		License fee.	Distillery fee.				
1. Country rum, i.e., spirits manufactured in India in the English method.	Re. 1 per gallon, L. P. ...	Rs. 1,96,618	Rs. 3 per gallon ...	Wholesale Rs. 16, retail Rs. 240 to 48.	Rs. 3,25,615	Rs. 99,568	.....	Rs. 4,23,183			
Country spirits ...	Re. 1 per gallon ...	16,29,062	Rs. 3 to Re. 1 per gallon.	Sudder distillery system Rs. 72 to 12; monthly tax system Rs. 1,788 to 24.	15,29,195	3,29,573	1,22,760	19,81,468			
2. Fermented liquors.	Being collected on the monthly tax system, there is no fixed rate of duty per gallon.	4,23,420	.....	{ Rs. 1,395 to Re. 1 Rs. 340 to 12 "	.....	5,67,385 1,46,717	.....	5,67,385 1,46,717			
3. Unfermented liquor, i.e., fresh tari or toddy.	Ditto Nil.	Included in heading 2; not shown separately.	.....	Re. 1 ...	.....	3,521	.....	3,521			
4. Drugs other than opium or ganja.	{ Nil.	70,339	.....	{ Rs. 264 to 3 " 1,260 to 2 " 403 to 3 " 1,800 to 48 " 708 to 48 " 132 to 48	.....	3,555 10,103 2,286 66,743 13,576 2,25,249	.....	96,265 11,40,329			
5. Ganja or hemp	Re. 1 per seer ...	4,57,251	Rs. 4, 3, 2, and annas 8 per seer according to the quality of the ganja.	10 per cent. ad valorem.	1,464	.....	.....	1,464			
6. Duty on spirits used for arts	Nil.	Nil.	.....	.....	30,96,938	.....	.....	30,96,938			
7. Opium	Rs. 10 to 16 per seer ...	8,83,294	Fixed price per seer	Rs. 16, 18, 20, and 22	.....	.....	.....	151			
8. Miscellaneours	Malt liquor, 5 per cent. on the value if imported on British ships; 10 per cent. if on foreign ships.	3,72,253	Wine, Re. 1 and 1-8 per gallon. Spirit, Re. 3 per gallon. Malt liquor, 1 anna per gallon.	{ Wholesale 16 Hotel retail 100 Steamer retail 16 General retail 48	.....	2,336 9,593 298 59,658	.....	70,705			
Imported liquors, including both rum and other spirits, wines, and malt liquors.	Wines, Re. 1 per gallon, spirits, Re. 1 and 14 per gallon.	.....	.....	.....	58,06,292	15,38,981	1,22,760	75,25,124			
Grand total	.....	40,51,433	.....	.....	.....	.....	.....	.....			

e. Preparations of different parts of the ganja or hemp plant.
f. Ditto of opium.

The receipts from imported wines and liquors, left blank in this statement because they are not credited to excise revenue, amounted in 1871-72 to Rs. 10,52,050. The total revenue derived from spirituous liquors, imported and country, including toddy, payment for licenses, &c., was therefore Rs. 29,06,324.

The following extracts from the Bengal taxation report of June 1872 show the cause of increase of excise revenue in the fifteen years between 1856-57 and 1871-72:—

“For many years before 1840 the excise revenue, either by entire districts or by known divisions of districts or pergunnahs, or for separate articles of excise, was farmed out under clause 2, section 19, Regulation X of 1813, which provided that ‘an advertisement shall be issued, signifying that proposals will be received for a certain time for the farm of the duties leviable on the manufacture and sale of spirituous liquors, and the highest offers, provided they be accompanied with good and substantial security, shall be accepted.’”

“Direct management by the District Collector was the exception while the farming system lasted.”

“The annual excise revenue derived from all articles declined from 19 lakhs in 1829-30 to less than 15 lakhs in 1837-38, and this falling off was ascribed to the defective and inefficient system of raising it which had prevailed. To remedy this the Government in 1840, as a partial experiment, entrusted the superintendence of this branch of public revenue in the districts round Calcutta to a separate officer designated Commissioner of Abkaree; and in 1844 a second Abkaree Commissioner was appointed; the two officers dividing between them the greater part of Bengal Proper.”

“In reviewing the management of the two special commissionerships in 1849-50 and 1850-51, the Government and the Board of Revenue came to the conclusion that this branch of the public resources (which then amounted to Rs. 30,85,660) was susceptible of very little further development. The special agency was therefore abolished, and the excise management replaced under the Commissioners of divisions and Collectors of districts. From the time of the Abkaree Commissioners, however, the system of farming out the monopoly of the sale of excisable articles in large tracts of country was condemned, and the arrangements were made direct by the Government officer with each shopkeeper.

They were made either by farming out each shop to the best offerer, which was the system then most general; or on the fixed duty system, which was then almost confined to rum manufactured on European method.”

“On the fixed duty system a fixed rate is charged at the distillery for each gallon of spirits, on the same system as in England, and it is similar in regard to other articles.”

“The system applied to country spirits before 1859-60 may be looked upon as an intermediate stage between the system of selling large

monopolies by auction and that of charging a fixed duty on the quantity consumed. Under this system a rough estimate used to be made of the capacity of a local still and of the requirements of the locality which it was intended to serve, and with reference thereto a fixed minimum price was put upon the still and shop attached to it, in the shape of a rate per day or per month, on payment of which the still and shop were licensed for the manufacture and sale of country spirits; the payment of the tax was irrespective of the quantity actually sold. Although under this system the privilege was not avowedly put up to auction, the rate at which the excise officer fixed the tax was no doubt checked, and to some degree regulated by practical experience of the sums which those engaged in the trade were prepared to offer. If he put the rate too high, no one would accept; if he found that other respectable men were willing to give higher rates, he would conclude that he might raise his terms; but instead of putting the monopoly up to auction, the Collector was thus enabled to regulate his license according to his discretion. Gradually, however, the exercise of this discretion appears to have died out; and it is found that now in the outlying districts, in which (as explained in the next paragraph) the fixed duty system cannot be worked, the revenue is levied on the principle of a monthly tax, the rate payable monthly by each shop being settled at the beginning of the year by auction, or something nearly approaching to it, and the license for the year being given to the person who offers to pay the highest amount of monthly tax, provided that he be in other respects unobjectionable."

"In 1856-57 the revenue from imported spirits, wines, and liquors, from country rum, and from spirits manufactured in a few Government distilleries, as well as from ganja and opium, was levied on the fixed duty system, but that from country spirits manufactured elsewhere than at the Government distilleries, that is by far the greater portion of the consumption, and from all other articles, was levied on the daily tax system."

"The principle of the fixed duty on the quantity actually consumed being so much more sound than that of the daily or monthly tax, the extension of the former system was pushed on as much as possible by the Governments of Sir J. Grant and Sir Cecil Beadon. The manufacture and sale of country spirits was brought under this system in all districts except the most backward and sparsely populated, in which it was found impossible to exercise the close supervision which is essential to the working of the fixed duty system. Indeed, it has been found that the Government went farther in this direction than was safe, and it has now been necessary to revert in some outlying districts to the daily tax system under which every licensed shopkeeper becomes in his own interests a detective officer. Throughout the rest of Bengal country spirits are made either in licensed private distilleries, or in what are designated central or public distilleries, which are enclosures belonging to Government within which private distillers are allowed to set up their own stills. The duty is levied at rates fixed with reference to the

Country spirits

circumstances of each district. The maximum rate of duty fixed on the gallon of London proof strength is Rs. 3, this being the rate in the most advanced districts; the minimum is Re. 1. The duty on the spirit is levied on the standard scale in force in the particular district, in proportion to its actual strength as compared with London proof. Besides this a license fee is levied for permission to sell country spirits by retail. Where the stills are set up and worked in a Government distillery, the distiller also pays a trifling fee per gallon for the use of the premises."

"The fixed duty system was very unpopular with the distillers. The introduction of it led at first to some decrease of revenue and to much apprehension; the revenue has, however, more than recovered itself, having amounted in 1870-71 to Rs. 18,80,111 (including Rs. 91,974 of distillery fees), and in 1871-72 to Rs. 19,81,468 (including Rs. 1,22,700 of distillery fees) against Rs. 16,29,662 in 1856-57.

"The Government is now trying in some places the experiment of fixing the number of shops required in any locality to afford reasonable facilities for obtaining liquor, and also the minimum rate of license fee to be paid by each, and then putting each up to auction separately. This is only the mode of licensing shops for retail sale of spirits which have previously paid the still-head duty.

Ganja. "Ganja is a preparation from the hemp plant, of a highly exciting character. A fixed duty is levied from ganja on a system which is much facilitated by the circumstance that the plant which produces the best drug is cultivated in a manner successful for this purpose only in the Rajshahye district and in part of the adjoining district of Bograh. The cultivation is free from taxation, but the growing crop is kept under supervision of the excise officer. The rules require the quantities cut and stored for sale to be registered. The cultivator can sell only to a licensed purchaser. The wholesale purchaser having received his license from the excise officer of his own district, countersigned by the Rajshahye officer, exports the drug under excise supervision, and stores it in his own district still under excise supervision. It is not until he passes it out of his store to the different retail dealers that the excise officer levies the duty at the fixed rate. Up to 1853 the duty on ganja was levied either (1) by selling by auction the privilege by sale, or (2) by charging a fixed duty for each shop under the system described as the daily or monthly tax system.

"From that year a fixed duty of Re. 1 per seer (of about 2lb) was levied, and the retailer was bound to pay the amount of tax on a certain minimum quantity per month, whether he succeeded in disposing of it or not. That was the system prevailing in 1856-57.

"In 1859-60 the duty was raised to Rs. 2 a seer, but levied only on the actual quantity passed out by the wholesale dealer to the retail shopkeepers.

"In 1869 the system was introduced of charging duty at three different rates, according to the manner in which the plant was

prepared and packed, so as to equalize the incidence of the tax on the excisable portion of the plant. The rates fixed were Rs. 4, 3, and 2 per seer. These rates were in force till the beginning of the current year, from which time the rate on that which paid Rs. 2 has been raised to Rs. 2-8 per seer.

“The effect of the measures taken with regard to ganja has been to raise a very much higher revenue while checking the consumption of the drug. In 1856-57 above 17,000 maunds (of 40 seers each) were exported from the producing districts, and Rs. 4,66,905 of duty were paid on the drug; in 1859-60 the exportation had risen to maunds 21,240, and the revenue to Rs. 6,44,963. In the following year (the duty having been raised from one to two rupees,) the exportation fell to 13,000 maunds, but a still higher revenue, Rs. 6,77,000, was raised. During the last five years the consumption has averaged about 11,000 maunds, and the revenue about Rs. 10,00,000 (£100,000).

“Lately the tendency appears to be to a rise in the quantity sold; but this is being watched, it being the policy of the Government to raise the duty from time to time to as high a rate as is feasible without giving rise to an illicit trade.

“Opium has largely contributed to the increase of revenue since 1856-57. The quantity estimated to be required for the consumption of the year is supplied by the Opium Agent to the excise officers of districts, from whose store the retail vendors purchase it direct.

“No fee is charged for the licenses to sell, but the vendors are bound to leave their books open to the inspection of the excise officer, and to furnish any information he may require. This is with a view to detecting and checking the sale of illicit opium by vendors under colour of their licenses, which of course authorize them to sell only such opium as they obtain from the excise officers, on which they have paid the duty.

“The licensed vendors themselves fix the price at which they supply the drug to the consumer; competition between them keeps the selling price down to its proper level. No more than 5 tolahs weight (about two-thirds of an ounce) may be sold to one person at a time.

“The price at which opium is to be supplied by the Government—in other words, the amount of duty to be levied in addition to the actual cost price—has been a subject of constant discussion. In 1851-52 it was sold at different rates, varying from Rs. 10 to 16, the price being lowest in those districts which offered the greatest facilities for obtaining the drug illicitly. The rates in different districts were raised from time to time, and now the selling price is fixed at Rs. 22 in all the districts of Bengal Proper. In the eight producing districts of Behar, and in the adjoining district of Purneah, it is sold at prices varying from Rs. 20 to Rs. 16. Out of these prices it is calculated that Rs. 7-4

increase in the revenue from out-stills licensed in wilder parts of the country under the monthly tax system.

ARTICLE.	IN 1871-72.	
	Increase.	Decrease.
	Rs.	Rs.
Country spirits	1,01,856	.....
Rum ... ..	.....	30,312
Imported wines, &c.	4,364	.....
Tari	24,968	.....
Putchwai	2,283	.....
Charas ... ..	.....	123
Siddhi, sabzi or bhang	1,853	.....
Majoom	8	.....
Madad ... ..	.....	3,151
Chundoo	1,312	.....
Spirits used for arts, &c. ... ..	.....	62
Ganja	33,511	.....
Opium	46,951	.....

The total number of licenses issued for the sale of country spirits under the monthly tax or out-still system during the year 1871-72 was 1,058, against 312 in 1870-71. This increase in the number of out-still shops, accompanied by corresponding improvement in the receipts from license fees, which amounted to Rs. 1,35,197 in 1871-72, against Rs. 47,205 in the preceding year, is due chiefly to the extension of that system in the Chota Nagpore division from 1st August 1871.

	Revenue in 1870-71.	Revenue in 1871-72.
	Rs.	Rs.
License fees	1,93,047	1,94,376
Distillery fees	91,974	1,22,700
Still-head duty	15,47,286	15,29,195
Total	18,32,907	18,46,271

On the fixed duty system there were 6,155 shops exclusively for the sale of country spirits during the year under report, against 6,100 in 1870-71, and the revenue was as shown in the margin. The total quantity of spirits which paid duty on this system was 3,714,236 gallons in 1870-71, and 2,951,282 gallons in 1871-72. The consumption, therefore, of 1870-71 exceeded that of 1871-72 by 762,954 gallons, while the revenue of the latter year exceeded that of the former by Rs. 13,364. The greater portion of the decreased consumption of 1871-72, viz. to the extent of 694,035 gallons, occurred in the districts of the Patna division, while there was a very small decrease, comparatively speaking, in the amount of still-head duty. The reason of this is that the rate of duty payable was increased within the year under report from Rs. 1-8 per gallon London proof to 2 Rs. in all districts of the Patna division except Shahabad. In Shahabad the rate of duty on the 31st March 1871 was Re. 1 per gallon London proof, from the 1st April to the 31st December of that year it stood at Re. 1-8 per gallon, and for the three months from 1st January 1872 to 31st March it was again raised to Rs. 2.

a gallon. The effect of this has been that in the Patna district alone there was a decrease in consumption of upwards of 3 lakhs of gallons, while the decrease of revenue was only some Rs. 24,584. Again, in the districts of Shahabad and Gya, while there was a decrease of a lakh and a half in the number of gallons consumed (taking the two districts together), there was an increase of revenue of upwards of Rs. 28,000; and this the Collectors of those districts attribute to the fact of the rate of duty having been enhanced as above mentioned.

The question of imposing additional restrictions on the grant of licenses for the vend of spirits and drugs was also considered during the year. The inquiry showed that the grant of spirit licenses in the Lower Provinces is subject at present to little check beyond such restrictions as are imposed by the Magistrate-Collector of each district at his discretion.

Under this system the number of shops in towns and large villages has greatly increased, the facilities for drinking being brought nearer and nearer to each man's door. To check this evil the plan of disposing of a limited number of retail licenses by auction has been introduced experimentally in Calcutta, and in the Bhaugulpore, Burdwan, Dacca, and Patna divisions, and came into effect from 1st April 1872. Under this system the Magistrate-Collector has first to decide, in communication with the police, the number of shops required in any locality to afford reasonable facility for obtaining liquor. This done, the licenses are put up to auction, with the reservation that the character of the purchaser must be approved of. The whole of the important subject of checking the consumption of spirits is still under consideration.

In respect to the relative success of the two systems on which the excise revenue is levied from spirits, the "fixed duty" system is in theory the best. In practice it is also the best where strict supervision can ensure the payment of duty on all liquor which leaves the distillery and in the absence of illicit distillation, but it is in some respects unsuited to thinly populated parts of the country and to districts where really practical supervision does not exist. As regards checking illicit manufacture, the "monthly tax" system has a great superiority over the other; inasmuch as under this system the interest of every licensed vendor is enlisted on the side of Government in the detection and prevention of smuggling. But the monthly tax system has this great drawback, that it makes it the interest of the distiller to make and sell as much spirit as he possibly can; the more spirit he can make and sell, the larger will be his profits and the cheaper will he be able to sell; while the public revenue from excise remains the same in the presence of a largely increasing consumption.

The levy of a yearly tax of Rs. 5 on every grog-shop in the hill country of the Khonds of Orissa was authorized during the year, the proceeds being utilized in the establishment of schools, the payment of the salaries of teachers, and the purchase of requisite books.

The revenue from license fees for shops for the sale of imported wines, spirits, increased from Rs. 66,341 in 1870-71 to Rs. 70,705 in 1871-72.

The quantity of foreign wines, spirits, and beer imported, and the customs revenue derived therefrom during the past seven years, are specified below :—

		Number of imperial gallons.	Revenue. Rs.
Wines and liqueurs	...	1865-66 ... 243,095	2,43,146
	...	1866-67 ... 213,062	2,14,702
	...	1867-68 ... 236,673	2,59,240
	...	1868-69 ... 319,878	3,22,114
	...	1869-70 ... 317,604	3,24,484
	...	1870-71 ... 222,944	2,65,651
	...	1871-72 ... 258,035	2,65,556
Spirits	...	1865-66 ... 192,580	5,77,745
	...	1866-67 ... 187,194	5,61,584
	...	1867-68 ... 227,328	6,81,985
	...	1868-69 ... 257,778	7,65,033
	...	1869-70 ... 331,150	8,20,501
	...	1870-71 ... 181,216	7,04,392
	...	1871-72 ... 258,154	7,46,742
Beer, including ale, porter, and other similar fermented liquors.	...	1865-66 ... 890,949	55,686
	...	1866-67 ... 1,022,255	63,891
	...	1867-68 ... 1,021,816	44,318
	...	1868-69 ... 760,756	45,712
	...	1869-70 ... 856,208	52,027
	...	1870-71 ... 655,498	40,929
	...	1871-72 ... 660,180	41,102

The number of gallons quoted above refer to the actual quantity of wines and spirits imported, whether entered for home consumption at once or bonded, whilst the revenue shows the duty levied on such importations as were passed into consumption at once, as also the duty levied on goods taken out of bond. The quantity of gallons and the amount of revenue quoted cannot therefore bear any proportion to each other.

During the past year the importation of foreign wines and spirits has increased, and it is apparent that the taste for them is extending, while the consumption of country rum is diminishing.

The total number of licenses granted in the several districts of Bengal during 1870-71 and 1871-72 for the sale of tari, as the fermented juice of the date and palm trees is called, was nearly the same, viz. 21,670 and 21,689. The revenue derived from license fees amounted to Rs. 5,45,938 and Rs. 5,70,906, during the two years. The increase occurred chiefly in the Patna division, and is ascribed to the enhancement of the minimum monthly license fee up to one rupee; to greater demand for the juice, which, owing to an abundant harvest, was

cheaper this year, as well as to the prompt steps taken for the realization of the revenue.

During the past year 1,815 licenses were issued for the sale of putchwai, or rice beer, in twenty-two districts, against 1,687 taken out in 1870-71; and the revenue realized from the license fees amounted to Rs. 1,46,717, being Rs. 2,283 in excess of the collections of the preceding year. This rice beer forms the main consumption of many of the poorer and more aboriginal districts where it is very lightly taxed.

During the year 1871-72, 1,403 beegahs of land, equal to 463 acres, were cultivated with Rajshahye ganja or hemp plant, and the number of persons engaged in the cultivation was 1,553. It is reported that the outturn of the year 1871-72 will not fall much short of the produce of the preceding year, which amounted to 11,965 maunds. The total quantity of ganja exported from Rajshahye in 1871-72 was 12,308 maunds. As regards the inferior ganja grown and used in Orissa, the consumption was only 45 maunds in 1871-72; the duty realized was Rs. 912.

An inquiry was made by Government about the cultivation of the ganja or hemp plant for fibre. It has been reported in reply that it is not cultivated for this purpose in any part of Bengal, except in small quantities in Singhbhoom and in isolated patches in Assam. Further inquiry is being made.

During the year 1871-72 there were 5,354 shops for the sale of ganja, against 5,171 shops in 1870-71. In consequence of this increase the receipts from license fees have augmented from Rs. 2,16,582 in 1870-71 to Rs. 2,25,249 in 1871-72. The consumption of the article has increased to the extent of maunds 317, seers 4, chittacks 8, and consequently the collections from the excise thereon have risen from Rs. 8,90,236 in 1870-71 to Rs. 9,15,080 in 1871-72.

The Government of India enjoined a careful inquiry in regard to the alleged abuse of ganja. After the close of the year a full report was submitted, showing that ganja was produced in quantity in a corner of the Rajshahye district only, whence it is exported under very strict excise rules to the whole of Bengal. The soil of this Rajshahye tract is specially favourable to the plant; the ryots take great pains with its culture, which has been greatly improved; they now root up all the male plants, keeping only the female plants to produce their crop. Careful analyses were made of Bengal ganja and of several samples of ganja from Madras, Bombay, and the North-Western Provinces, and it was found that the Rajshahye ganja did not contain more *cannabin*, the narcotic property, than the average of Bombay samples, while it contained less *cannabin* than many of the Madras and North-Western Provinces samples. It is supposed that the suitability of the soil and the superiority of the culture must give the Rajshahye plant properties and aroma which make it specially to the taste of ganja consumers, but it has not been actually ascertained what those properties are. On

the question whether the consumption of ganja drives men to insanity, and whether it led them to commit violent crime, different opinions were expressed by medical men and by excise officers. So far as the Government could judge, the truth seemed to be that the abuse of ganja did really in some, perhaps in many, cases induce insanity; but there was nothing to show that ganja-smoking led men into violent crime. It was true that intending criminals did sometimes fortify their courage with ganja before they went out to commit these crimes, but in this respect ganja was no worse than any other kind of dram.

Particular inquiry was made in regard to the manufacture of, and revenue derived from ganja, of which there are two kinds—one largely cultivated in Rajshahye and Bograh, the other in parts of Orissa. The duty levied on the former ranges from Rs. 2 to 4 a seer, and on the latter, which is much inferior in narcotic power, 8 annas a seer. Up to 1853 the excise surveillance of this drug was very imperfect, but rules were then framed for controlling the cultivation, storage, transport, and vend of the hemp plant, except for use for medical purposes or for manufacture of the fibre. The rate of duty was then fixed at Re. 1 per seer, and in 1859-60 was doubled. At this latter rate, viz. Rs. 2 a seer, duty is now only levied on what is called flat ganja. On what is termed round ganja, Rs. 3 a seer commenced to be levied in 1864, in consequence of the discovery of certain abuses; and the duty on chur or rora ganja was raised to Rs. 4 per seer. Since 1864 the duty has remained unchanged until the current year, when it was again increased on one sort of ganja. The revenue realized from this drug increased from Rs. 3,69,801 in 1853-54 to Rs. 11,06,818 in 1870-71, while the quantity now consumed in Bengal is considerably less than it was during the year when the total ganja revenue was less than one-third of what it now is.

During the year under report 10,038 licenses for the sale of excise opium were granted, against 9,311 in 1870-71, and they were held in the several divisions marginally noted. The consumption of the drug was also greater in the past as compared with the previous year to the extent of maunds 81, seers 10, chittacks 8, and the revenue was larger by Rs. 46,951. The Lieutenant-Governor has noticed with regret that there was increased consumption in the districts of Nuddea, Jessore, Moorshedabad, Rajshahye, Rungpore, Dinagapore, and Maldah, ascribed to the growing taste of the people

Opium. Divisions.	Number of Licenses in force.	
	1870-71.	1871-72.
Burdwan	688	804
Presidency	440	506
Rajshahye	1,838	2,136
Cooch Behar	301	287
Dacca	829	906
Chittagong	380	379
Patna	55	59
Bhaugulpore	172	234
Orissa	633	657
Chota Nagpore	46	46
Assam	3,929	4,025
Total -	9,311	10,038

for the drug. Rungpore, Balasore, Hooghly, and Chittagong with its Mugh population, are the only districts outside the Assam valley where the opium consumption is high as compared with the population. Though the consumption is large in Rungpore, the great and populous Mahommedan districts of Backergunge, Mymensing, and Sylhet, consume comparatively little opium, which seems to negative the belief that the Mahommedans are given to eating and smoking opium to excess. In Rungpore the consumption is due doubtless to the Indo-Chinese affinities of the Kooch races; in Hooghly to large and rich town populations:

The total charges of the excise department, including the estimated cost of the opium, amounted to Rs. 14,02,440 against Rs. 13,84,247 of the preceding year. The percentage on collections calculated on a total revenue of Rs. 65,13,899 was 5.9.

After the close of the year the Government of India asked for a memorandum with special reference to the allegation frequently made that the excise administration in Bengal tends to encourage drunkenness. Inquiry as to the effect of the excise administration in Bengal on drunkenness. A figured statement had been before submitted, to which the attention of the Government of India was now drawn, and it was remarked that, comparing the present time with 15 years ago, the rates of duty raised on country-manufactured spirits, including country rum and fermented and unfermented liquors, had been nearly doubled, while the revenue had increased in round numbers from 22½ lakhs to 31 lakhs of rupees, or about 38 per cent., which clearly indicated that the consumption had really diminished, a higher revenue being paid on a smaller quantity. From this it could not be said that drunkenness had been encouraged, and that it had increased; and seeing that Bengal has a population of about 66 millions, the total consumption of spirits seemed small, both positively and as compared to other provinces. On the other hand, taking imported liquors, the duty on wines and beer had not been materially increased, while that on spirits had been more than doubled, and the revenue from this source had nearly trebled. A great part of this increase was doubtless due to increased European consumption; but there was no doubt that some portion of it was also owing to increased use of these liquors amongst natives of the higher classes. If in the word "drunkenness" the Government of India intended to include intoxication by means of drugs as well as by spirituous liquors, then it was only necessary to notice that the large increase in revenue derived from preparations of hemp had been obtained on a diminished quantity brought into consumption. The price of opium had been raised, thereby raising the revenue, but the larger portion of the increase was derived from the province of Assam, where, as already mentioned, there is an Indo-Chinese population, and the opium monopoly has only recently been introduced. In the opinion of the Lieutenant-Governor it could not therefore be said that of late years drunkenness had been encouraged, or that it had been increased by the present excise system. Regarding the only class

among whom drunkenness increases (that is, the higher class), the causes are quite different from those connected with the management of the excise system.

STAMPS.

The aggregate revenue in the year 1871-72 from the sale of stamps other than postage, service, and telegraph stamps, was Rs. 77,94,345, against Rs. 72,89,180 of the preceding year, showing an increase of Rs. 5,05,165. These figures, however, do not include sales in the districts of Kamroop and Luckimpore, from which places returns have not been received. Very marked increases have taken place in the revenue of the following districts during 1871-72, which are due in the main to increased sales of judicial stamps, viz. in Calcutta Rs. 82,072, Midnapore Rs. 45,947, Sylhet Rs. 45,229, Tipperah Rs. 43,867, Mymensing Rs. 42,419, Backergunge Rs. 41,664, Tirhoot Rs. 33,121, Hooghly Rs. 25,128, Bancoorah Rs. 24,070, and Furreedpore Rs. 20,056.

The return below exhibits a comparison of the receipts from each description of stamps credited during the last two years :—

YEAR.	Adhesive stamps.	Judicial stamps.	Non-judicial stamps.	Stamps impressed under Collector's certificate, &c.	Stamps for bills of exchange, &c.
	Rs.	Rs.	Rs.	Rs.	Rs.
1870-71	1,77,859	48,33,955	17,13,562	5,13,753	1,05,942
1871-72	1,51,927	53,84,734	17,27,154	5,38,816	97,777

The marked increase in judicial stamps is stated to be mainly owing to the use of stamps in lieu of cash for payment of the fees paid for the service of processes which were before collected in cash. By the plan now followed parties requiring the service of a process, instead of paying the prescribed cost to the court officer in cash, purchase a stamp of the requisite value and file it with the case. A decrease in hoondee and bills of exchange stamps is attributed to currency notes being largely used for remitting money and to mercantile transactions being less.

The total realizations of the year from all sources other than receipts from postage, service, and telegraph stamps, amounted to Rs. 79,18,825; the total charges were Rs. 2,84,980; the refunds under Acts XVIII of 1869 and VII of 1870, Rs. 1,13,886; and the net revenue of the year Rs. 75,19,959. The reason why the total realizations of the year exceed the gross collections as given above is, that they include the amount credited on account of stamp duty recovered in pauper suits and other items.

General results.

The sales of postage, service, and telegraph stamps within the several Governments and provinces Postage, service, and telegraph stamps. supplied by the Superintendent of Stamps, Calcutta, exhibit the following results :—

YEAR.							Postage stamps.	Service stamps.	Telegraph stamps.
							Rs.	Rs.	Rs.
1870-71	...	...	...	...	...	...	16,17,866	1,93,040	10,09,579
1871-72	...	...	...	...	...	...	16,85,314	3,62,041	13,45,749

Under each head there is a large increase over the amount credited in the preceding year.

The passing of rules under section 3 of the Court Fees' Act for regulating the supply and number of stamps to be used in the High Court in its original jurisdiction was noticed in last year's report. Since then rules have been framed for the vend of stamps under section 27 of the Act, and these have been approved by the Government of India; but they have not yet been notified pending completion of arrangements for the sale of labels.

Rules under section 27 of the Court Fees' Act.

INCOME TAX.

The year began with heavy arrears on account of the tax of 1870-71, the balance outstanding on the 1st of April 1871 amounting to Rs. 11,42,679. The tax imposed by Act XII of 1871 came into force from that date. It was levied at the rate of $1\frac{1}{4}$ per cent., or two pies in the rupee, on incomes above Rs. 750 per annum. In the previous year the rate of duty was the same, but the minimum income on which the tax was leviable was Rs. 500 per annum. The provisions of the new Act therefore exempted from assessment all persons with incomes between Rs. 500 and Rs. 750 per annum who had hitherto been assessable under the old Act.

Rules for the enforcement of the new Act were passed by the Government of India. These were explanatory of the Act, defining what persons were to be assessed or exempted; what incomes were liable to assessment and what not; the mode of procedure to be observed; and the returns to be prepared and submitted. Subsidiary rules were also issued by the local Government. The rules sanctioned and defined the powers to be exercised by different officers, gave directions for the preparation and supply of forms, and laid down the procedure for the issue of notices and assessment of persons not assessed in the preceding year.

The agency employed was of the same kind as that employed under the Income Tax Acts of 1869 and 1870. It consisted of Collec-

tors of districts, who assessed all incomes above Rs. 10,000 a year; Sub-Divisional Officers, Deputy Collectors, and a very few Special Assessors. The marginal figures explain how much special agency was employed in 1871-72 as compared with previous years.

The Board's report on the working of the Act during 1871-72 shows that there has been a very marked diminution of the discontent among the taxable classes felt during the two previous years. The Lieutenant-Governor has no doubt that in these provinces, the rate at which the tax is levied having been so much reduced, the number of assessees having been also reduced one-third in 1870-71 by greater easiness of assessment, and again one-half in 1871-72 by raising of the limit to Rs. 750, and operations having been principally confined to redressing proved grievances, the tax was much less felt, and there has been wonderfully little complaint. It would, however, no doubt be otherwise if, instead of gradually relaxing, we were again to tighten the taxing screw.

Assessments.

The following statement shows under each class the assessments made during the year:—

					Companies under Part III.	Companies' servants under Part II.	Persons and firms (under Part V).	Total.
Class	I	Income ranging from	750 Rs. to	1,000 Rs.	1	267	26,893	27,161
"	II	ditto	1,000 " to	2,000 "	...	1,445	18,314	19,789
"	III	ditto	2,000 " to	10,000 "	22	546	10,994	11,562
"	IV	ditto	10,000 " to	1,00,000 "	46	59	1,640	1,745
"	V	ditto	of 1,00,000 "	and upwards.	15	.....	95	110
Total					84	2,317	57,966	60,367

Of the eighty-four companies assessed, the details are as follows:—

District.	Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
Calcutta ...	1	...	20	42	15	78
Moorshedabad ...	...	...	...	1	...	1
Darjeeling ...	...	...	1	3	...	4
Furreedpore ...	...	...	1	...	...	1
Total ...	1	..	22	46	15	84

These companies consist of eight bankers and money-dealers, two miscellaneous traders, eight carriers, one wholesale manufacturer of cotton goods, two wholesale manufacturers of jute, flax, and hemp, twenty-five wholesale manufacturers of tea, three of other articles, and thirty-five miscellaneous.

Of the 2,317 servants of companies, &c., assessed, 2,142 were assessed in Calcutta; 72 in Seesaugor; 53 in Durrung; 36 in Darjeeling; 4 in Hazareebaugh; 3 in Chittagong, Hooghly, and Moorshedabad, respectively; and 1 in Monghyr.

The assesses under Part V of the Act, classified by professions and trades, assessed during the year, are as follows:—

PROFESSION OR TRADE.		Class I.	Class II.	Class III.	Class IV.	Class V.	Total.
Professions	Religion...	106	96	102	70	...	374
	Education and Science ...	47	57	24	1	...	129
	Fine Arts	30	10	9	...	...	49
	Law	637	503	325	55	1	1,521
	Medicines	130	119	59	10	...	318
	Engineering	8	6	6	4	...	24
Employments...	Clerks, bailiffs, shopmen (salaried) ...	752	739	632	25	...	2,148
	Servants (domestic) ...	155	85	23	1	...	269
	Servants (jobbed) ...	43	18	12	2	...	75
	Artizans (not keeping shops for the sale of manufactured articles) ...	137	32	17	...	...	186
Commerce	Agents ...	34	72	131	57	20	314
	Bankers (and money-dealers) ...	1,526	1,192	503	85	...	3,306
	Merchants (not manufacturers)...	3,235	2,034	990	182	8	6,449
	Traders	6,308	3,309	1,305	113	1	11,216
	Carriers	98	43	13	...	...	154
	Dealers in animals	32	38	11	3	...	84
	Manufacturers (wholesale)	1,030	642	349	44	2	2,072
Land	Proprietors and sub-proprietors ...	6,138	5,965	4,932	784	52	17,871
	Tenants	3,832	1,407	279	35	...	5,603
	Cultivators	...	...	...	...	...	...
Houses	Proprietors	355	420	467	81	9	1,332
	Lessees	1	3	2	2	...	8
Interest	From Government Securities	(number of assessment not returned.)					
	From other sources	1,316	945	327	9	1	2,618
	Miscellaneous...	887	409	292	77	1	1,756
Total		26,893	18,344	10,994	1,640	95	57,966

The figures entered on the foregoing table differ widely from the corresponding figures for 1870-71, owing to the elimination of *all* the cultivators. In January last it was ruled that all cultivators whose holdings did not exceed fifty acres, shall be exempt from income tax, while occupiers holding more than 50 acres were to be classed as tenants, being somewhat above the grade of ordinary cultivating ryots. Hence there is a blank in the statements under the head of cultivators. Land and commerce now contribute in about equal numbers,—say nearly 23,000 each; but landholders are more numerous in the three highest classes, and traders in the lowest class. The total assessable income from land over the whole of Bengal was taken at Rs. 7,48,00,000, or about seven and a half millions sterling. There are now fifty-five lawyers and ten medical men paying on incomes exceeding Rs. 10,000. There is still the anomaly that the number who derive large incomes from religion is greater than those from law or medicine. The inquiry on this subject last year resulted in its being shown that almost all these high priestly incomes were those of the Gyawals, or priests of Gya. It seemed difficult to believe that so many men at this place had such great incomes, but the assessments are paid year after year apparently without much complaint, so that the incomes must really be large.

As to the districts in which the collections have been largest, and which show the largest number of high incomes, it is to be remarked that most of the districts of Behar, and several other districts, pay more than the metropolitan districts, and show a larger number of high incomes. The Lieutenant-Governor noticed the extraordinary absence of a single assessment over Rs. 10,000 in Nuddea, and only sixteen in the 24-Pergunnahs; while there are sixty-two put down as so assessed in a remote district (Kamroop) in Assam, where there is little tea-planting and no landlords.

The decrease in the number of assessments in 1871-72 is entirely due to the exemption from taxation of incomes below Rs. 750 per annum.

The following statement shows the demands, collections, and balance of income tax from all sources under Act XII. of 1871, and also the amount collected on account of balances of previous years:—

	Balances of pre- vious year.	Demand of current year.	Total collection.	Balance.
	Rs.	Rs.	Rs.	Rs.
Official salaries		1,59,597	1,59,597	
Salaries of companies' servants ...	28,009	63,210	91,219	
Profits of companies ...	442	2,52,145	2,52,587	
Government securities		86,358	86,358	
All other incomes ...	11,08,285	15,65,728	25,49,132	1,24,881
Total ...	11,36,736	21,27,038	31,38,893	1,24,881

Besides the amount assessed under "all other incomes" shown above, fines were imposed to the extent of Rs. 21,059. Details of the total assessments in each class of income are shown below:—

"All other incomes."				Demand.	Collections.	Balance.
				Rs.	Rs.	Rs.
Class	I	...	...	2,38,983	2,21,067	17,916
"	II	...	...	2,65,995	2,52,810	13,185
"	III	...	...	4,32,815	4,06,400	26,415
"	IV	...	...	4,11,321	3,66,456	44,865
"	V	...	...	2,16,614	1,94,114	22,500
Total				15,65,728	14,40,847	1,24,881

Refunds.

The refunds under sections 33 and 38 of the Act amounted to Rs. 1,323.

The number of cases in which proceedings under section 37 of the Act were instituted during the year against defaulters for non-payment was 2,944. Of these in 1,913 cases orders were passed for the realization of the tax and fine, 714 cases were withdrawn on payment of the tax or struck off, and 317 cases were pending at the close of the year.

The following charges, amounting to Rs. 1,30,664, were incurred for collecting the tax during the year under report :—

Expenditure.	Rs.
Salary of special assessors ...	33,992
Salary of establishments ...	79,211
Travelling allowance ...	12,757
Contingencies ...	4,704
Total	<u>1,30,664</u>

or less than one-half the amount (Rs. 2,65,819) expended in 1870-71.

FINANCIAL.

IMPERIAL SERVICES.

DURING the year under review the total amount realized from all sources on account of imperial revenues was Rs. 16,71,36,363, while the total actual expenditure during the same period was Rs. 4,91,41,631.

The following statement gives the details of the income under imperial services for the years 1870-71 and 1871-72, and a comparison of the actuals of 1871-72 with those of the previous year. It should be remarked, however, that the figures shown in this chapter do not precisely correspond with the figures shown in the revenue chapters, partly because the financial books are closed on the 31st March, while the revenue departmental accounts are kept open long enough to admit all items of receipt and disbursement up to the end of March; and partly because the discrepancies of detail have not been cleared up month by month as they occurred. The financial figures are—

Heads of Revenue.	Actuals, 1870-71.	Actuals, 1871-72.	1871-72.	
			Increase.	Decrease.
	Rs.	Rs.	Rs.	Rs.
I.—Land revenue	3,97,31,606	3,95,47,223	.....	1,84,443
II.—Tribute, &c., from native states ... ..	.....	.....	.....	.....
III.—Forests... ..	1,03,249	1,44,719	41,470	.....
IV.—Excise on spirits and drugs	73,36,510	75,44,187	2,07,677	.....
V.—Assessed taxes	67,66,912	80,21,219	.....	37,45,693
VI.—Customs	1,13,83,265	1,07,38,827	.....	6,44,438
VII.—Salt	2,64,41,570	2,57,81,344	.....	6,60,226
VIII.—Opium	5,64,42,641	6,89,86,996	1,25,44,355	.....
IX.—Stamps	73,77,284	79,27,906	5,50,622	.....
X.—Mint... ..	.....	.....	.....	.....
XI.—Post Office ... ..	.....	.....	.....	.....
XII.—Telegraph ... ..	.....	.....	.....	.....
XIII.—Law and justice	14,91,373	8,45,703	.....	6,45,670
XIV.—Marine	19,43,202	13,82,896	.....	5,60,306
XV.—Interest	78,308	2,39,510	1,61,202	.....
XVI.—Miscellaneous	12,29,396	9,75,833	.....	2,53,563
Total	16,03,25,376	16,71,36,363	1,35,05,326	66,94,539

I and II.—The revenue paid by the zemindars exercising a

Explanations.

certain jurisdiction, whose estates are generally known as tributary mehals, has always been included under land revenue, and the payment of the tributary mehals of Orissa and Chota Nagpore and of Cooch Behar being thus disposed of, there is no regular tribute from native states. Hill Tipperah only pays occasionally for successions, and the petty democracies in Khasiah hills, &c., do not pay at all.

Increase has taken place under the following heads :—

III.—Forests, Rs. 41,470.—This includes forest revenue collected by civil officers; the increase has been under miscellaneous receipts, there being a falling off under sale of timber.

IV.—Excise, Rs. 2,07,677.—There were larger receipts from license and distillery fees, and a slight increase under excise opium.

VIII.—Opium, Rs. 1,25,44,355.—A larger number of chests was sold, and higher prices were realized. The actual increase is reduced owing to no credit having been given in this year's account. In 1870-71 the amount credited to opium on this account was Rs. 14,41,989.

IX.—Stamps, Rs. 5,50,622.—The increase under this head is due to larger sales of court fees stamps against a slight falling off under other descriptions of stamps. In 1870-71 the court fees for issuing processes were largely realized in cash and credited to XIII, Law and Justice; the decrease under that head this year is due to this cause.

XV.—Interest, Rs. 1,61,202.—A larger amount of interest was received on account of the Calcutta Port Fund, owing to the debt having been raised from Rs. 12,55,000 in 1870-71 to Rs. 17,65,000 in 1871-72. Besides that an entire year's interest from the Calcutta Port Trust was credited, instead of eight months as in 1870-71, and the second half year's interest of both funds for 1870-71 (Rs. 61,950) was also credited this year.

Under the following heads there has been decrease :—

I.—Land Revenue, Rs. 1,84,443.—The sale of Government estates was stopped under orders issued in May 1871. A part of the decrease was compensated for to the extent of Rs. 1,30,000 by increased realizations from sale of waste lands, and of Rs. 42,000 by increase under fixed collections and miscellaneous receipts.

V.—Assessed Taxes, Rs. 37,45,693.—This decrease was owing to rate of assessment having been reduced from $3\frac{1}{2}$ per cent. in 1870-71 to $1\frac{1}{4}$ per cent. in 1871-72.

VI.—Customs, Rs. 6,44,438.—There was a falling off both under imports and exports, but chiefly the former. Miscellaneous receipts had also decreased by transfer of Strand Bank to Port Commissioners.

VII.—Salt, Rs. 6,60,226.—The smaller clearances of salt from bond, and of sales of Government salt, account for the decrease, against which there is an improvement under excise duty on salt locally manufactured.

XIII.—Law and Justice, Rs. 6,45,670.—This decrease is nominal, arising from fees for issuing court processes being realized chiefly in stamps and credited under that head, where there is a corresponding increase. Stamp penalties credited to this head in 1870-71 have also been transferred to stamps this year.

XIV.—Marine, Rs. 5,60,306.—The decrease under this head is owing partially to smaller receipts from pilotage, sale of vessels and stores, and shipping fees. But the main decrease is under dockyard services and supplies, owing to less work having been executed at the dockyard for the Port Commissioners, and to a special item of Rs. 2,12,057 credited in 1870-71 for work done in 1869-70 for the port.

XVI.—Miscellaneous, Rs. 2,53,563.—The principal decrease here is under unclaimed deposits. There is also a falling off under sale of elephants, Custom House publications, and cash recoveries; and medical receipts and burial fees have been transferred to provincial services. On the other hand, there has been increased receipts under other heads.

The actual expenditure on account of imperial services in 1871-72, as compared with the expenditure in 1870-71, is as follows:—

Heads of Expenditure.	1870-71.	1871-72.	1871-72.	
			Increase.	Decrease.
	Rs.	Rs.	Rs.	Rs.
2. Interest on service funds and other accounts	98,125	1,53,125	55,000	.....
3. Refunds and drawbacks	13,51,849	13,45,586	.....	6,263
4. Land revenue	37,06,251	39,23,729	.....	6,82,522
5. Forests	86,458	1,10,221	23,763	.....
6. Excise on spirits and drugs	13,39,279	3,04,698	.....	10,34,581
7. Assessed taxes	3,17,578	1,80,078	.....	1,37,500
8. Customs	6,39,106	6,44,189	5,083	.....
9. Salt	62,951	72,521	9,570	.....
10. Opium	2,01,19,390	1,59,23,458	.....	41,95,932
11. Stamps	2,80,142	2,93,770	13,628	.....
15. Administration and public departments...	17,14,060	16,90,769	.....	23,291
16. Minor departments	1,55,626	1,56,348	722	.....
17. Law and justice	70,21,937	70,19,002	.....	2,935
18. Marine	18,04,191	16,64,985	.....	1,39,206
19. Ecclesiastical	2,23,979	2,32,311	8,332	.....
20. Medical	3,87,709	3,82,086	.....	5,703
21. Political agencies	35,028	25,277	.....	9,751
22. Allowances and assignments, &c.	25,96,891	25,19,465	.....	77,426
23. Superannuations, &c.	7,31,306	6,86,084	.....	46,222
24. Miscellaneous	4,15,892	4,04,019	.....	11,873
25. Allotment for provincial services	5,32,870	1,23,09,990	1,17,77,120	.....
Total	4,36,20,618	4,91,41,631	1,18,93,218	63,72,205

INCREASE.—2.—*Interest on Service Funds, Rs. 55,000.*—This increase was owing to larger payments of interest on Savings Bank deposits and a special payment of Rs. 43,000 for interest on purchase-money refunded of two estates in Tirhoot.

5. *Forests, Rs. 23,763.*—This was chiefly under salaries and establishment, a larger number of officers being now attached to the department. The working expenses also show a slight increase.

Customs, Rs. 5,083.—Here also the slight increase was owing to larger payments for salaries, establishments, and contingencies, against a reduction under temporary establishment of preventive officers.

Salt, Rs. 9,570.—This is accounted for chiefly by compensation paid to a zemindar on returning certain lands which were taken up by Government for salt manufacture, but which are no longer required for that purpose.

Stamps, Rs. 13,628.—There were larger payments for discount on court fee stamps against a small saving under Stamp Office.

Ecclesiastical, Rs. 8,332.—This is owing to larger payments for salaries of chaplains.

25. *Allotments for Provincial Services, Rs. 1,17,77,120.*—This is the first year of the new department of provincial services; the grant to provincial services is shown under imperial expenditure in lump. On a following page will be found this sum credited as income of "provincial services."

DECREASE.—3.—*Refunds, Rs. 6,263.*—The decrease is accounted for by there having been fewer refunds on account of customs drawbacks.

4. *Land Revenue, Rs. 6,82,522.*—This is owing to the transfer of revenue surveys to the accounts of the Government of India in 1871-72; to larger payments in 1870-71 on account of arrears of commission on revenue collections; to reduction of process-serving peons by reason of transfer of revenue suits to the civil courts; and to smaller payments for malikana, law charges, and official postage.

6. *Excise, Rs. 10,34,581.*—A change of practice in adjusting the cost price of opium supplied to the Excise Department accounts for this decrease. Now the Opium Department is credited direct with the cost price of opium actually sold month by month, instead of with the lump value on issue of supply, through the head of excise, as was the case in 1870-71.

7. *Assessed Taxes, Rs. 1,37,500.*—Smaller establishments were required consequent on the reduction of the rate of assessment.

10. *Opium, Rs. 41,95,932.*—Smaller payments to cultivators for opium delivered were made owing to a partial failure of the crop from blight, and convenient short crop.

15. *Administration, Rs. 23,291.*—This is accounted for by reduction of charges under different heads, such as the Board of Revenue, Commissioner's account, and Stationery offices, &c.

18. *Marine, Rs. 1,39,206.*—The decrease here is owing to smaller adjustments in the Civil Department for purchase of timber, stores, &c.; for building and repair of ships, and for marine pay and allowances,

chiefly owing to the charges of the vessels employed in the Lushai expedition having been taken to the Military Department.

20. *Medical*, Rs. 5,703.—The allowances of civil surgeons for the charge of lunatic asylums and attendance on colleges have been transferred to provincial services; and this accounts for the decrease here shown.

21. *Political Agencies*, Rs. 9,751.—The heavy charges in 1870-71, connected with Mr. Edgar's tours into the hills to make inquiries regarding the Lushai raids, account for the decrease shown under this head in 1871-72.

22. *Allowances and Assignments*, Rs. 77,426.—Adjustment in 1870-71 of political pensions on account of previous years and smaller payments for police allowances to hill tribes in Assam, swelled up the figures for that year.

23. *Superannuation*, Rs. 45,222.—Smaller payments on account of pensions and gratuities account for this decrease.

24. *Miscellaneous*, Rs. 11,873.—The decrease here is chiefly due to special payments in 1870-71 for compensation to the Rajah of Cooch Behar for loss on provisions supplied during the Bhutan Campaign; also to smaller payments in 1871-72 for Special Commissioners of Inquiry, compilation of *Bengal Gazetteer*, and rewards for killing wild animals; and to cessation of payments to Agri-Horticultural Society.

The following statement shows the actual receipts and expenditure for the years 1870-71 and 1871-72, under the debt and remittance headings:—

HEADS.	Receipts.		Expenditure.	
	1870-71.	1871-72.	1870-71.	1871-72.
	Rs.	Rs.	Rs.	Rs.
Local taxes	268	.....	.....	.....
Miscellaneous loans	6,97,870	.....	13,37,575	38,275
Service funds ... ..	.....	.....	.....	.....
Provincial services	63,05,957	1,88,95,695	61,01,311	1,70,31,888
Political stipend funds	17,99,008	18,24,162	14,45,049	16,59,949
Deposits	1,53,59,254	1,56,90,917	1,60,65,021	1,55,82,118
Savings Banks	23,23,128	26,01,954	19,94,845	22,18,047
Advances recoverable	1,75,24,978	1,70,06,025	1,82,66,283	1,68,38,768
Suspense account	6,87,752	7,36,845	4,417	7,40,385
Bill transactions between districts	1,76,88,694	1,68,43,788	1,76,32,894	1,69,18,778
Remittances between districts	13,11,09,065	8,25,20,927	13,13,82,663	8,22,95,194
Account current with London	2,97,536	4,49,037	1,720	80
Government of India	4,26,17,628	4,07,20,627	14,26,46,253	15,51,00,054
Ditto of Oude	24,81,109	17,87,740	5,20,024	37,985
Ditto of Central Provinces ... ..	.....	3,445	3,938	4,544
Ditto of British Burmah	50,547	56,080	2,18,030	66,108
Ditto of North-West Provinces	68,52,552	55,53,206	2,80,130	1,53,679
Ditto of Punjab	8,050	10,448	30,857	6,446
Ditto of Madras	2,37,183	3,22,045	1,405	7,831
Ditto of Bombay	53,210	46,144	47,142	2,771
Bills payable, other Governments	3,70,220	3,60,446	3,26,388	1,68,069
Military (Marine) Department, Bengal	19,30,231	17,71,480	53,30,713	59,78,509
Ditto Department, Madras	6,406	48,176	2,77,405	2,25,138
Ditto ditto, Bombay	5,078	4,758	5,321	241
Public Works Department	43,93,446	75,19,820	1,30,23,571	1,53,63,184
Total	25,27,99,170	21,47,73,765	35,69,42,965	33,07,38,021

PROVINCIAL SERVICES.

In December 1870 the Government of India having thought it desirable to enlarge the powers and responsibility of the Governments of presidencies and provinces in respect to the public expenditure in some of the civil departments, several departments* of the administration were made over to the local Governments under certain conditions. A fixed sum of money from the imperial revenue was granted to each Government for these services. Amongst other advantages to be derived from this change, it was expected that it would produce greater care and economy than hitherto prevailed. In March 1871 it was deemed proper to transfer likewise to provincial services the charges for petty construction and repair of imperial buildings in the civil department.

The Government of Bengal was unwilling to impose fresh taxation for provincial purposes, if such a step could be avoided; and accordingly it felt obliged during this, the first year of the provincial finance system, to husband its resources and to watch all provincial expenditure very narrowly. At the same time the grants for education and for medical relief were larger than they had ever been before. There was a saving on the assignment in most departments, and a large saving under public works. The result of the year was that a total saving of about fourteen lakhs was secured, and the Lieutenant-Governor was able to announce in Council that he did not intend to propose any new taxation for provincial purposes.

A statement of receipts and expenditure on account of provincial services and local funds is given below. The opening balance at the beginning of the year consisted of the working balances of the provincial road funds and of the various local, municipal, and trust accounts, together with a share of the savings of previous year granted by the Government of India to start the new scheme of provincial finance.

PROVINCIAL FINANCE.		RECEIPTS.	DISBURSEMENTS.
		Rs.	Rs.
Opening balance	...	27,86,077	
Allotment from Imperial Fund	...	1,23,09,990	
Police	...	5,07,928	51,21,604
Jails	...	6,61,300	14,84,101
Registration	...	3,66,978	2,86,732
Education	...	3,90,361	19,58,190
Medical	...	47,379	9,00,359
Printing	...	24,602	1,16,438
Public Works	...	8,46,622	30,08,751
Miscellaneous	{ General	1,24,323	84,898
	{ Cattle trespass fines	2,08,050	90,165
Local rates and taxes	...	5,82,216	11,96,792
Total Provincial Account		1,88,55,826	1,42,48,031
Local Funds	...	5,36,088	5,45,456
Municipal Funds on Government books	...	9,93,308	10,11,022
Grand Total		2,03,85,222	1,58,04,507
Advances and suspense account	...	3,06,812	3,41,917
Trust Funds	...	1,63,301	1,69,901
Closing balance	...	...	45,39,009
Increase in balance as compared to last year		...	17,52,932

*Jails.
Registration.
Police.
Education.
Medical services
(except regular medical establishments).

Printing.
Roads.
Civil buildings.
Miscellaneous public improvements.

The details of the closing balance are as follows:—

	Rs.
Provincial funds balance	39,73,056
Local " "	4,22,101
Municipal " "	1,43,421
Trust " "	35,536
Total ...	45,74,114
Deduct debit balance on advances and suspense account ...	35,105
Net credit balance ...	45,39,009

INCREASE.—I.—*Allotment from Imperial Revenues, Rs. 1,17,77,120.*—

Explanations of differences as compared with 1870-71.

This being the first year of the decentralization system, the results of the year's administration cannot advantageously be compared with the local fund income and expenditure of the preceding year, but it will be seen that comparing the receipts with the expenditure, there appears an increase in the balance in hand of about 17½ lakhs of rupees. Of this Rs. 3,50,000 is a sum granted by the Government of India at the end of the year to build the Calcutta Small Cause Court and a Midnapore court, being the capitalised value of rents previously paid. This sum is therefore not real income, but deducting it there remains the sum of 14 lakhs of rupees real saving as above stated.

The police receipts being principally municipal contribution for the payment of municipal police, the real expense of the Government police after deducting receipts was about Rs. 46,00,000, exclusive of police buildings, as stated in a previous part of this report.

The jail expenditure here shown is exclusive of the cost of police employed on guarding the jails, which is charged in the Police Department, and of the cost of jail buildings charged in the Public Works Department. On the other hand, no cash payments being made for printing work for public departments done in the Alipore Jail Press, the value of that work does not appear to the credit of jails. This press work is estimated to be worth about Rs. 2,00,000. On the whole account the real cost of the jails to Government appears to be about 10½ lakhs of rupees per annum, as stated in the jail chapter, though the jail accounts being for the calendar year, they do not precisely correspond with those for the financial year. At present, owing to the heavy expense of building central jails, the expenditure is somewhat higher.

To get the real cost of printing, we must add to the cash disbursements shown the 2 lakhs, value of Alipore Press work, above mentioned, making the whole value of printing work about Rs. 3,16,000. The medical receipts include the fees, &c., of the Medical College. The bulk of the public works receipts is derived from tolls on canals, roads, &c.

The annexed statement, showing the expenditure on educational buildings, distinguishing funds expended through the agency of the Department Public Works from sums included on account of buildings and repairs in the Annual Education Budget, is prepared in accordance with a Financial Resolution of the Government of India passed in the year 1870.

*Statement showing the expenditure of public money during the year 1871-72
on educational buildings in Bengal.*

EXPENDITURE FROM DEPARTMENT PUBLIC WORKS BUDGET.		EXPENDITURE FROM EDUCATIONAL BUDGET.	
	Rs. A. P.		Rs. A. P.
(a) Repairs	20,130 0 0	(d) Government Buildings—	
(b) Minor works under Rs. 2,500 each	5,784 0 0	I. New works and additions to existing buildings :	
(c) Major works:		From surplus funds of schools	1,314 0 0
Colootollah Branch School ...	23,691 0 0	From grants for petty con- struction and repairs ...	476 8 0
College at Kishnaghur ...	3,300 0 0	II. Repairs:	
Vernacular School, Barrisaul	4,160 0 0	From surplus funds of schools	370 0 0
School-house, Bhaugulpore	26,869 0 0	From grant for petty con- struction and repairs ...	42 4 0
Normal School, ditto ...	1,543 0 0	(e) Minor Government Buildings—	
Alterations to Collectorate for College at Patna ..	11,884 0 0	I. New works:	
School-house, Ranchee ...	6,924 0 0	From grant for petty con- struction and repairs ...	230 0 0
Ditto, Pooree ...	709 0 0	II. Repairs:	
Ditto, Pubna ...	146 0 0	From grant for petty con- struction and repairs ...	133 5 6
Ditto, Arrah ...	2,720 0 0		
Ditto, Moteeharry ...	663 0 0		
Drainage and improving lat- rines, Madrassa College ...	1,888 0 0		
Total from P. W. Depart- ment Budget... ..	1,16,471 0 0	Total from Educational Budget...	2,506 1 6
		GRAND TOTAL OUTLAY ...	1,13,037 1 6

Certain local rates and taxes are shown in the provincial total for the present year, because these sums were credited to a general fund, while large sums were distributed to the various districts from the general provincial account. But the local rates and taxes being now made really local to the districts where they are collected, these receipts will in future appear under local funds, and there be debited to the provincial account only the sums assigned in aid of local funds in excess of local receipts.

CURRENCY NOTE DEPARTMENT.

The following statement shows the receipts and issues of Government currency notes at the district treasuries of Bengal during 1871-72, and the two preceding years :—

	1869-70.	1870-71.	1871-72.
<i>Receipts.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
From the public in payment of Government dues	1,33,23,400	1,09,40,770	1,27,67,920
From ditto in exchange for silver	35,02,880	39,66,460	1,04,57,490
From ditto ditto for notes... ..	1,69,420	1,71,770	2,86,070
Total ...	1,69,95,760	1,50,79,000	2,35,11,480
<i>Issues.</i>			
To the public in payment of Government demands	66,62,470	75,97,560	97,75,640
To ditto in exchange for silver	16,60,170	9,25,530	1,06,74,010
To ditto ditto for notes	1,48,800	1,71,770	2,86,070
Total ...	84,71,440	86,94,860	2,07,35,720

An increase is shown both in receipts and issues from and to the public in payment of Government dues and demands. The large issues more particularly evince a greater demand on the part of the public for the notes, and the result is directly due to the increased facilities recently offered for the encashment and issue of notes at all Government treasuries. The improvement in the receipts and issues of notes in exchange for silver is most marked. Local officers all over Bengal have reported that the increased paper circulation has been a great convenience to the trading classes, and that notes are now beginning to pass from hand to hand at par in the neighbourhood of our treasuries.

The total receipts at mofussil treasuries, excluding remittances and supply bills, were in 187-71 Rs. 8,48,93,807, of which about 13 per cent. was in notes and about 87 per cent. in cash.

In 1871-72 the corresponding receipts were Rs. 8,68,08,250, of which nearly 15 per cent. was in notes and 85 per cent. in cash.

The total payments were in 1870-71 Rs. 5,09,66,617, of which about 15 per cent. was in notes and about 85 per cent. in cash.

In 1871-72 the corresponding payments were Rs. 5,56,71,569, of which 17½ per cent. was in notes and 82½ per cent. was in cash.

The relative note and cash transactions at some of the more important treasuries in Bengal are tabulated below :—

			PERCENTAGE OF NOTES AND CASH.				Increased per- centage of payments in Notes.
			Receipts.		Payment.		
			Notes.	Cash.	Notes.	Cash.	
Burdwan... .. {	1870-71	...	24.63	75.36	25.56	73.43	.....
	1871-72	...	34.73	65.26	35.57	64.42	38.46
Bancoorah ... {	1870-71	...	11.43	88.56	12.64	87.35	.....
	1871-72	...	14.03	85.96	17.41	82.58	30.76
Beerbhoom ... {	1870-71	...	22.51	77.48	25.30	74.69	.....
	1871-72	...	30.52	69.47	38.78	61.21	56
Hooghly {	1870-71	...	43.41	56.58	26.95	73.04	.....
	1871-72	...	44.33	55.66	36.32	63.67	33.33
Alipore {	1870-71	...	49.56	50.43	45.67	54.32	.....
	1871-72	...	50.68	49.31	52.95	47.04	15.21
Nudda {	1870-71	...	23.57	76.42	24.89	75.10	.....
	1871-72	...	27.91	72.08	40.57	59.42	64
Moorsheadabad ... {	1870-71	...	19.56	80.43	9.38	90.61	.....
	1871-72	...	27.81	72.18	21.36	78.63	133.33
Tirhoot {	1870-71	...	12.22	87.77	8.43	91.56	.....
	1871-72	...	17.04	82.95	14.89	85.10	87.5
Bhaugulpore ... {	1870-71	...	9.20	90.79	14.44	85.55	.....
	1871-72	...	10.86	89.13	20.08	79.91	42.85

The exchange of notes of one denomination for notes of another denomination has increased by about 70 per cent. The demand for the smaller notes in exchange for those of larger denominations would seem to indicate that notes received probably as remittances had been sub-divided to meet local wants.

MONEY ORDER OFFICES.

During the year under report 100 money order agencies were in active operation.

The annexed statement shows in comparison the transactions of 1871-72 and those of the three preceding years :—

<i>Orders issued.</i>			
Year.	Number of orders.	Amount of orders.	Gross Commission.
1868-69	.. 53,045	34,09,543	37,495
1869-70	.. 61,756	38,10,169	41,874
1870-71	.. 65,325	38,46,505	42,450
1871-72	.. 56,315	30,35,882	34,015
<i>Orders paid.</i>			
1868-69	.. 64,105	39,03,570	
1869-70	.. 77,387	45,11,478	
1870-71	.. 83,173	47,00,133	
1871-72	.. 77,811	41,19,268	

The results are unfavourable to the year 1871-72 ; fewer orders have been issued, and less money remitted than in previous years. It is possible that traders prefer to make their remittances by currency notes, and that the Money Order Office is only used for small transactions which would account in some way for the decrease. Thus, though there were more orders issued in 1871-72 than in 1869-70, a much larger sum of money was remitted in the latter than in the former year. The difference in the number and amount of orders paid to orders issued in Bengal is in consequence of the drawings by other presidencies and provinces exceeding the demand for orders on them in return on the Lower Provinces. The gross profits to the state derived in the lower provinces of Bengal from this department, after deducting commission paid to agents, may be stated at Rs. 25,071.

DISTRICT SAVINGS BANKS.

The number of district savings bank established in Bengal was shown at 25 in last year's report.

<i>District Savings Banks.</i>		
Monghyr.	Saran.	Beerbhoom.
Burdwan.	Durrung.	Jessore
Furreedpore.	Bancoorah.	Shahabad.
Maunbhom.	Bograh.	Bhulloah.
Gowalparah.	Cossyah Hills.	Gya.
Nuddea.	Pooree.	Kungpore.
Midnapore.	Maldah.	Tipperah.

Twenty-one additional banks have been opened during the year under review in the districts marginally noted.

The result of the working of the banks is exhibited as follows :—

Number of accounts remaining open at the			
close of 1870-71 ...	...	...	558
Ditto of accounts opened in 1871-72 ...		...	921
			1,479
Ditto of accounts closed in 1871-72 ...		...	168
			Balance ... 1,311

					Rs. A. P.
Balance of deposits remaining at the close					
of 1870-71 ...	...	...	71,017	8	9
Aggregate amount of deposits in 1871-72			2,33,660	11	6
Amount of interest allowed ...		...	4,766	15	3
			3,09,445	3	6
Aggregate amount withdrawn during the					
year ...	...	...	1,06,932	11	7
			Balance in hand at the close of the year ...	2,02,512	7 11

Compared with the results of the preceding year, the deposits show an increase of Rs. 1,43,869-2-8 ; the withdrawals, of Rs. 87,508-2 ; and the closing balance, of Rs. 1,31,494-15-2.

The following statement shows a classification of the depositors of the banks:—

I.—Professional—			
1. Having fixed incomes	...	761	
2. Having variable incomes	...	143	
			904
II.—Domestic	...	...	189
III.—Commercial	...	...	22
IV.—Agricultural	...	...	40
V.—Industrial	...	...	15
VI.—Indefinite or non-productive	...	...	141
			1,311

PROPOSED DECIMAL SUB-DIVISION OF THE RUPEE.

During the year under review, the Government of India in the Financial Department made an inquiry as to whether a decimal sub-division of the rupee would be acceptable to the people of Bengal. It was reported in reply that in the opinion of this Government, if the rupee was ever made the tenth part of a pound, and a farthing the centime of a rupee, a two pie piece might be made the equivalent of a farthing; but that until this was done in England, it was not desirable to attempt such a sub-division of the rupee in this country.

TRADE, AGRICULTURE, AND PRICES.

THE trade of Calcutta being by far the most important, will be first dealt with. It is classed under the heads—(1) foreign trade, *i.e.*, trade with countries beyond the limits of British India; (2) interportal trade, by which is meant the trade with ports of British India.

(1) FOREIGN TRADE.

The Custom House returns show the following results:—

Total value of trade.				1870-71.	1871-72.	trade in the year under report amounting to Rs. 5,23,06,832, as compared with the previous year. In imports, exclusive of goods cleared from bond, there was a decrease of Rs. 1,40,28,080 in dutiable
				Rs.	Rs.	
<i>Imports.</i>						
Dutiable	...	...	...	16,90,59,054	14,90,30,974	
Free	...	...	...	4,46,91,748	6,46,25,800	
<i>Exports.</i>						
Dutiable	...	...	...	7,01,77,171	6,41,38,621	
Free	...	...	...	21,11,33,492	26,35,72,902	
Total				48,90,61,465	54,13,68,297	

able imports, while there was an increase in *free* imports, including bullion, of Rs. 1,99,34,052. On the export side there is a decrease in *dutiable* exports to the value of Rs. 60,38,550, and an increase in *free* exports, including bullion, of Rs. 5,24,39,410.

The Import Trade.—Under imports *dutiable*, inclusive of goods cleared from bond, there is a net decrease in value of Rs. 1,53,48,413 as compared with the results of 1870-71: in the latter year, however, the dutiable imports were unusually large, having amounted to Rs. 2,46,01,334 in excess of the imports of the previous year, but if compared with the figures for 1869-70, the results of 1871-72 are more in value by Rs. 92,52,921. The decrease of Rs. 1,53,48,413 above referred to is chiefly in twist, piece-goods, copper, steel, and railway materials. By far the largest decrease (a third of the entire sum) occurred in the last-mentioned article. On the other hand the increase in the value of imports of “Turkey Red” and “American Cottons” amounted respectively to Rs. 10,57,102 and Rs. 70,907. In free goods there is a net increase of Rs. 2,51,10,729 over the imports of 1870-71, against a net decrease of Rs. 3,18,49,572 in the latter year as compared with the free imports of 1869-70; this result being mainly owing to large importations of specie and bullion on private account.

The principal imports are cotton twist and yarn, cotton and silk piece-goods, woollens, metals, malt liquors, wines and spirits, and salt.

Of the three first-mentioned articles, by far the largest share is imported from Great Britain, though in the case of silk piece-goods France and Trieste are not a great way behind.

Of metals, copper is chiefly imported from Great Britain, though a fair share comes from Australia: tin (block) from Penang and British Burmah; tin (plates) from Great Britain; patent metals almost exclusively from Great Britain, also lead, iron, and steel of all sorts. Hardware, cutlery, ironmongery, and machinery, are all brought to us in largest quantities from Great Britain; among the countries from which minor quantities are imported, Australia stands first, as has been already noticed. There has been a decrease in iron manufactures and machinery imports. The total value imported of these articles is Rs. 31,13,953, out of which Rs. 30,65,594 came from Great Britain, against Rs. 34,87,444 last year.

Of wines, Great Britain sends us the largest share of all kinds, except claret, in which it comes a little behind France; in spirits and malt liquors it of course occupies the first place. The salt imported in 1871-72 was of the value of Rs. 73,10,157 exclusive of duty, of which Rs. 58,59,031 came from Great Britain.

Taking all the imports, 76.6 per cent. are sent us by Great Britain, 6.8 per cent. come from China, and the remainder from Australia, France, British Burmah, Madras, &c.

British cotton piece-goods are re-exported to some extent to the Coromandel Coast, British Burmah, Chittagong, False Point, and the Malabar Coast; British woollens to the Malabar Coast and British Burmah, and, curiously enough, a small portion finds its way from Calcutta to France; Madras and British Burmah take most of our re-shipments of cotton twist and yarn.

Most of the copper imported is kept in the country, but about one-fifth, or to the value of 6½ lakhs, is re-exported to various places, chiefly Madras and British Burmah. Similarly with iron, out of the value of nearly 20½ lakhs imported, a little under 4 lakhs are re-exported, North America taking the largest share.

The Export Trade.—In value of exports *dutiable*, as in the case of imports, there is a large falling off, the net decrease being Rs. 60,38,550. But taking the increase in 1870-71 of Rs. 1,33,62,811 into consideration, the result of the year under report as regards exports is not so unfavourable as it appears at first sight; the total exports being in excess of those of 1869-70 by Rs. 73,24,261. The above-mentioned decrease of Rs. 60,38,550 is chiefly in grain and pulse and oil-seeds. In indigo, lac, and “all other articles,” there has been a satisfactory increase. In *free* exports there has been a net increase of Rs. 5,02,71,112, the increase being mainly in cotton, hides and skins, jute, and tea.

The principal exports are Cashmere shawls, indigo, opium, saltpetre, sugar, raw cotton, raw silk, rice, jute, lacdye and shell, linseed, mustard seed, castor oil, gunny bags and cloth, hides and skins, and tea.

Of Cashmere shawls, &c., to the value of Rs. 12,35,069 were exported, and of these to the value of Rs. 9,32,671 were taken by France.

Of indigo, the greatest portion goes to Great Britain, and next, but in very much smaller quantities, to France, Trieste, and North America.

China is notoriously the great market for opium; out of a total value exported of Rs. 6,85,23,802, upwards of 5½ crores were despatched to China; and of the remainder the Straits Settlements took to the value of Rs. 1,08,50,106.

The total value of the export trade in saltpetre is Rs. 39,06,762, of which Great Britain took Rs. 26,80,036, North America Rs. 6,99,673, and China Rs. 3,40,289.

Of exports of sugar, Great Britain took to the value of Rs. 11,59,102. But there was also a considerable interportal trade in sugar, Bombay taking Rs. 34,39,280.

Of places which took minor quantities, the Gulfs, Ceylon, and British Burmah, stand first; and in our trade with Ceylon, sugar is after rice our principal export. The whole trade in sugar was of the value of Rs. 51,72,145.

Of raw cotton next after Great Britain, China, France, Holland, Trieste, and Belgium, in the order named, take the largest share. The total value exported is Rs. 4,03,69,555.

Of raw silk Great Britain takes upwards of 86 lakhs, and France nearly 15 lakhs; Madras also takes raw silk to the value of Rs. 24,85,720, and the total value of the exports under this head is Rs. 1,33,29,993.

As is well known, the export trade in rice is very large; in 1871-72 the rice exported to foreign countries from Calcutta was of the value of Rs. 1,27,76,725. There is also an export of rice to Bombay to the value of Rs. 78,67,718, and the total rice export from Calcutta was Rs. 2,12,47,447, which is an increase of Rs. 21,12,615 in the export of the previous year. Including Chittagong and the Orissa ports, rice was exported from Bengal in 1871-72 to the value of Rs. 2,40,54,483.

The wheat export trade is not large, but of what there is, Great Britain takes the largest share, viz. Rs. 6,78,738 worth of wheat out of Rs. 11,98,980.

Turning to raw jute, the value of the exports amounted to Rs. 4,17,04,356, including Rs. 5,64,921 to British Indian Ports; of which Rs. 3,52,06,883 were exported to Great Britain. Next after Great Britain comes North America, which out of the remainder took upwards of Rs. 55,33,823.

Of lacye and shell-lac, nearly the whole goes to Great Britain; of the countries taking minor quantities, North America stands first.

The export of linseed amounted to Rs. 1,40,33,584, of which nearly all was taken by Great Britain and North America, the latter getting the most. The rape seed exports may be said to be divided between France and Britain, the latter taking Rs. 37,54,870, and the former Rs. 13,45,524.

Of gunny bags the greater portion is exported to Singapore, Australia, and North America; Great Britain takes quite an insignificant quantity. Of gunny cloth nearly the whole is purchased for North America. There is also an export of gunny bags to British Burmah, the Malabar and Coromandel Coasts, &c.

Cow and buffalo hides and skins of all kinds to the value of Rs. 1,86,85,632 were exported during 1871-72. Great Britain is by a good deal the greatest purchaser of cow hides, but for buffalo hides and skins of all other kinds North America takes the first place: in fact, of skins of all other kinds North America may be said to monopolize the trade, for out of a total value of Rs. 19,11,320, Rs. 17,61,103 find their way there.

The exports of tea, including the portion shipped to British Indian ports, amounted to Rs. 1,45,95,572, of which Great Britain took Rs. 1,42,08,958, and of the balance of 2½ lakhs, Bombay, Madras, North America, and Australia, took nearly 2 lakhs. Australia took less this year than last, but North America took more than double as much as in 1870-71.

Taking the whole export trade, 47·7 per cent. of it goes to Great Britain, 23·3 per cent. to China, 7·9 to America, 4·6 to British Burmah, 5·5 to Bombay, and 4·7 to France, and the remainder to Trieste, Mauritius, Australia, Singapore, the Gulf, Ceylon, and Madras.

Trade is carried on from Calcutta both with North and with South America. From the former the imports are chiefly oil, rosin, tobacco, and piece-goods; the principal exports are indigo, hides, and skins; jute and jute cuttings, linseed, saltpetre, gunnies, and lac. With South America the trade is not large, there are no imports of any importance, and the article most largely exported is rice. The total value of the trade

	1870 71.	1871-72.
<i>Imports.</i>	<i>Rs.</i>	<i>Rs.</i>
Dutiable	3,03,654	3,37,339
Free	94,743	2,07,874
<i>Exports.</i>		
Dutiable	1,25,77,839	1,02,59,063
Free	1,14,73,408	1,22,18,061
Total	<u>2,44,49,704</u>	<u>2,30,22,337</u>

with America amounted to Rs. 2,30,22,337, against Rs. 2,44,49,704 in 1870-71, being less than the total value of that year's transactions by Rs. 14,27,367, which is entirely owing to the falling off in the dutiable exports. This

decrease is said to be perhaps only the result of an over-stocking of the American market by the large shipments in the preceding year, when the dutiable exports exceeded those of 1869-70 by Rs. 42,00,556. Under dutiable imports there is an increase of Rs. 33,685 over and above the increase of Rs. 1,27,835 in 1870-71, caused chiefly by the continued shipments of kerosene and shale oils; and under free imports and exports an increase of Rs. 1,13,131, against a decrease of Rs. 64,542 in 1870-71, and an increase of Rs. 7,44,593 over and above the increase of Rs. 50,92,646 in that year. In free imports increases are shown in the value of agricultural implements, ice, machines and machinery, and of timber and wood and manufactures of the same, while there is a decrease in the value of books and all other articles. The free exports have fallen off, excepting under the heads skins, jute (raw), and tea, as well as "all other articles."

The principal imports from Australia are copper, horses, and

The trade with Australia.

	1870-71.	1871-72.
<i>Imports.</i>	<i>Ra.</i>	<i>Ra.</i>
Dutiable	15,27,056	11,03,956
Free	24,79,483	38,01,978
<i>Exports.</i>		
Dutiable	4,92,897	7,34,776
Free	2,79,809	2,74,944
Total ...	<u>47,79,245</u>	<u>59,15,654</u>

wood (iron wood is the bulk of the wood), and the chief exports are rice, castor-oil, and gunnies. The result of the trade, imports and exports taken together, is a net increase of Rs. 11,36,409. There is a decrease under imports dutiable to the extent

of Rs. 4,23,100 in value, principally in cast copper, and an increase in imports free to the extent of Rs. 13,22,495. Under exports dutiable there is an increase of Rs. 2,41,879, and a decrease of Rs. 4,865 under export free. Under the head imports free, coal and seeds show a decrease, which is very small compared with the large increases in the value of horses, gold, and all other articles. Under the head exports dutiable, rice shows an increase of Rs. 3,24,453, and lac-dye Rs. 16,535. In exports free there have been increases under the heads gunny-bags, twine and rope, saltpetre, spirits, and manufactured tobacco, which are counterbalanced by the large decreases under the heads sugar and other saccharine matter, tea, and all other articles.

The Collector has also written specially respecting the Suez Canal

Trade *via* Suez Canal.

trade, and shows very clearly that the trade of Calcutta has been very much augmented by this great change of route. The vessels using the canal bring and take away all kinds of merchandize; the articles of which the largest quantities are brought by them to Calcutta are piece-goods, cotton, twist, bullions, metals, and machinery. Their homeward cargoes consist chiefly of indigo, hides and skins, tea, cotton, jute, raw silk, and cocoons, &c., details of which will be found in the trade statements in the appendix. The number of vessels which have entered from Suez since the opening of the canal is given as under:—

	<i>Number.</i>	<i>Tonnage.</i>
February and March 1870 ...	4	2,499
1870-71 ...	56	56,353
1871-72 ...	89	109,175

The number of vessels that cleared outwards was as follows:—

	<i>Number.</i>	<i>Tonnage.</i>
February and March 1870 ...	2	1,381
1870-71 ...	40	43,438
1871 72 ...	85	105,065

The large increase in the number of vessels using the canal during 1871-72 (174 against 96) leads to the conclusion that the change will be permanent in its effects. Only one sailing ship has come through the canal.

(2) INTERPORTAL TRADE.

The principal imports to Calcutta from British Indian ports are, from Madras and the Coromandel Coast, salt, castor seed, cotton, coir and coir ropes, cocoanuts, hides and skins, and black-pepper; from Bombay and the Malabar Coast, cotton piece-goods, twist and yarn, salt, cocoanuts, and black-pepper; from Chittagong, hides and tea; from Orissa ports: hides from False Point and paddy from Balasore; from British Burma tin (block), cotton, cutch, shell-lac, precious stones and pearls, tea, and teak timbers, and salt from Kurrachee. Several of the principal exports to British Indian ports have already been incidentally mentioned in connection with the foreign trade.

The principal exports from Calcutta are, to Madras and Coromandel Coast, silk piece-goods, raw silk, rice, wheat, and gunnies, and among re-exports, British cotton piece-goods, cotton, twist and yarn, brass and copper; to Bombay and the Malabar Coast, silk, silk piece-goods, sugar, rice, gunnies, and jute, and of re-exports British woollens and cotton piece-goods; to Chittagong and Orissa ports gunnies and re-exported British cotton piece-goods; to British Burmah silk piece-goods, sugar, gunnies, ghee, provisions, and tobacco leaf, and of re-exported articles, British piece-goods, woollen and twist, betel-nuts, copper, and steel.

The general results of interportal trade show a net decrease in both imports and exports of Rs. 7,57,458, owing to a decline in the imports of British cotton piece-goods and twist, raw cotton and skins, and in the exports, of grain and pulse, sugar, seeds, spices, and tobacco. The imports from Bombay show a net decrease of Rs. 18,90,742 against a net decrease of Rs. 13,49,938 in 1870-71, Bombay salt alone showing a falling off of Rs. 2,66,976 in value, which is equal to about 46 per cent. calculated on the imports of the previous year, which is believed to be owing partly to the over-stocked market here.

There is a net decrease also of Rs. 2,45,784 in the value of imports from Madras against an increase of Rs. 2,65,293 in 1870-71. A decline also is apparent in the value of the imports from Gopalgore, Narrakal, Tuticorin, and Rangoon, respectively; while in the preceding year there was an increase in each case. There was an improvement in the import trade with Coconada, Masulipatam, Pondicherry, Quilandy, Alipee, Cochin, Calicut, Tellicherry, Kurrachee, and other British Indian ports.

There is again a marked decrease in the value of exports to Bombay, the chief causes of which are the diminished shipments in grain and pulse, which show a decline of Rs. 17,20,132, of which rice alone shows a decrease of Rs. 15,02,769. On the other hand, the export trade with Madras has increased, and also the trade with Coconada, Masulipatam, Bimlipatam, Pondicherry, Tuticorin, Alipee, Tellicherry, Mangalore, Rangoon, and Port Blair.

General results.

				1870-71.	1871-72.
				Rs.	Rs.
Imports	...	...	...	98,35,128	97,22,812
Exports	...	...	...	4,09,02,014	4,02,56,842
				<u>5,07,37,142</u>	<u>4,99,79,654</u>

BONDING TRANSACTIONS.

There is a net decrease of Rs. 14,63,657 in the value of goods entered for bond. The Collector remarks that he is quite prepared to see a gradual contraction, within certain limits, of bonding transactions, for the rapidity of communication with Europe by telegraph, and the facilities for complying with the demands for goods from this side, afforded by the Suez Canal, will, he thinks, do away with the necessity for large stocks, and the shipment of goods will be more in accordance with the ascertained periodical wants of the country. Increased values are shown, however, as regards thread, grey piece-goods, liquors, iron (wrought, but not manufactured), salt, tobacco (manufactured), braids, and other sorts of woollen goods; but these increases are absorbed in calculating the net decrease already referred to.

The goods cleared from bond show a net decrease in value of Rs. 25,29,897 and Rs. 18,28,229-2 in the amount of duty levied. A portion of this decrease is accounted for by there being no clearances of lead, quicksilver, spelter, steel, and tin; there being none bonded. Increases are apparent under the heads thread, turkey red, piece-goods, ale, beer and porter, wines and liqueurs, wrought iron (not manufactured), tobacco (manufactured), and braids and other sorts of woollen goods.

The total value of goods remaining in bond at the close of the year under review shows a heavy falling off, amounting to Rs. 15,98,632, which is still greater than the amount of decrease reported in 1870-71. There are, however, increases as regards candles, ale, beer and porter, spirits, wines and liqueurs, cast coppers, provisions, and oilman's stores, silk piece-goods, manufactured tobacco, and several other small heads.

THE IMPORTS AND EXPORTS OF BULLION.

In imports of bullion there has been a net increase as regards gold and silver, and a net decrease under the head "Crown," that is, bullion imported on account of Government. Among exports a net increase is observable in the shipments of silver only. In all other heads of exports decreases are apparent.

		1870-71.	1871-72.
<i>Imports.</i>		Rs.	Rs.
Gold	... ..	92,44,288	1,19,20,088
Silver	... ..	1,33,44,744	3,29,57,733
Crown	... ..	56,86,190	29,37,525
<i>Exports.</i>			
Gold	... ..	34,79,469	15,84,884
Silver	... ..	68,68,431	1,14,29,238
Crown	... ..	22,96,340	3,86,218

SHIPS ENTERED AND CLEARED.

The total number of vessels which arrived at the port was 1,109, with tonnage of 978,693 tons. Of this number, 169 have been native craft, aggregating 15,324 tons, and 290 steamers, with a tonnage of 279,692 tons, but in this number are included local and passenger steamers such as those belonging to the P. and O. and British Indian Companies, many of which have entered at the port several times over. Of this number again, there have been by Suez Canal 89 steamers, aggregating 109,175 tons. The increase in arrivals is 27 in number and 88,018 tons in tonnage.

The number of vessels which left is 1,111, with a total tonnage of 971,947 tons; of this number 172 are native craft, with a tonnage of 14,704 tons; 302 steamers with 290,001 tons. By Suez Canal there have been 85 steamers, 105,065 tons. There is an increase in departures of 19 vessels and 65,731 tons.

PORT OF CHITTAGONG.

The free import and export trade of Chittagong advanced satisfactorily in 1871-72, more specially the latter, the value of which increased by Rs. 3,30,853. There was likewise a considerable increase of Rs. 3,65,557 in the value of dutiable imports in 1871-72, as compared with the results of 1870-71, owing chiefly to a larger importation of Liverpool salt and a small importation of Madras salt. In short there was, it appears, an augmentation in the value of trade under all heads except under dutiable exports, the value of which indicates a decrease of Rs. 70,491. This decrease, it has been explained, is rather nominal than actual, as there was an increase in the quantity of dutiable articles exported, but a decline in the estimated value of those articles owing to the market rate of value being lower in 1871-72 than in previous years. The import trade of Chittagong consists chiefly of salt and oils, which are imported from foreign ports and from ports in other presidencies. The quantity of salt imported was 162,602 cwt., of the value of Rs. 11,06,609; of this amount 157,361 cwt., of the value of Rs. 10,70,930, came from foreign ports. Oils were imported to the value of Rs. 2,66,444, of which Rs. 2,33,696 came from Indian ports or other presidencies. The chief exports from Chittagong are grains and pulse, of which there were exported in 1871-72, 1,120,872 cwt., of the value of Rs. 23,52,418; oils, of which the exports to other presidencies amounted to Rs. 1,03,791; spices and tobacco, of which the exports to other presidencies were of the value of Rs. 72,255 and Rs. 65,126 respectively.				
Total value of trade.				
<i>Imports.</i>				
		1870-71.	1871-72.	
		Rs.	Rs.	
Dutiable	...	4,95,975	8,61,532	
Free	...	3,08,592	3,50,478	
<i>Exports.</i>				
Dutiable	...	14,37,550	13,67,059	
Free	...	10,90,041	14,20,894	
	Total	33,32,158	39,99,963	

results of 1870-71, owing chiefly to a larger importation of Liverpool salt and a small importation of Madras salt. In short there was, it appears, an augmentation in the value of trade under all heads except under dutiable exports, the value of which indicates a decrease of Rs. 70,491. This decrease, it has been explained, is rather nominal than actual, as there was an increase in the quantity of dutiable articles exported, but a decline in the estimated value of those articles owing to the market rate of value being lower in 1871-72 than in previous years. The import trade of Chittagong consists chiefly of salt and oils, which are imported from foreign ports and from ports in other presidencies. The quantity of salt imported was 162,602 cwt., of the value of Rs. 11,06,609; of this amount 157,361 cwt., of the value of Rs. 10,70,930, came from foreign ports. Oils were imported to the value of Rs. 2,66,444, of which Rs. 2,33,696 came from Indian ports or other presidencies. The chief exports from Chittagong are grains and pulse, of which there were exported in 1871-72, 1,120,872 cwt., of the value of Rs. 23,52,418; oils, of which the exports to other presidencies amounted to Rs. 1,03,791; spices and tobacco, of which the exports to other presidencies were of the value of Rs. 72,255 and Rs. 65,126 respectively.

The subjoined comparative table shows the arrivals and departures respectively of vessels during the last two years :—

		1870-71.		1871-72.	
		No.	Tons.	No.	Tons.
Vessels arrived	...	215	52,891	219	67,234
„ left	...	207	51,587	226	65,801

THE ORISSA PORTS.

The particulars respecting the trade of the ports in the three Orissa districts of Balasore, Cuttack, and Pooree, are noted below :—

	Balasore.		Cuttack.		Pooree.	
	1870-71.	1871-72.	1870-71.	1871-72.	1870-71.	1871-72.
<i>Imports.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Dutiable	.....	.....	5,352	5,998	84	.....
Free	3,00,785	6,14,326	10,27,005	8,94,135	22,862	73,540
<i>Exports.</i>						
Dutiable	27,892	20,977	53,705	50,699	62,372	.....
Free	4,15,184	5,26,262	6,16,051	4,25,001	1,61,550	1,38,468
Total	7,43,861	11,61,565	17,02,111	13,75,833	2,46,868	2,62,008

At Balasore an increase is apparent in free imports to the value of Rs. 3,15,541, and in free exports of Rs. 1,11,080, but there is also a decrease of Rs. 6,915 on account of dutiable exports. The decrease is said to have been caused by the Maldivé and Laccadive vessels having arrived at this port too late in the season, and being unable in consequence to purchase rice. Balasore does not export to any foreign countries except the islands just named. The increase of exports of paddy is very large, and is further satisfactory as showing a superabundance of food staple.

Compared with the details for 1870-71, the total value of imports and exports in the Cuttack district exhibits a net decrease of Rs. 3,26,278, which has chiefly resulted in the interportal free import and export trade. There is a small increase of Rs. 646 in dutiable imports.

The total value of exports and imports in Pooree shows a total increase of Rs. 15,140, compared with 1870-71: this increase is in free goods. Dutiable imports and exports have fallen off by Rs. 84 and Rs. 62,372, respectively; transactions have been confined exclusively to shipments to and from British Indian ports. There was no trade in dutiable imports or exports during the year with this port. The principal imports into the Orissa ports are jute, of which there were imported 134,650 bundles, of the value of Rs. 29,190; liquors,

the imports of which amounted to Rs. 8,140; and metals, tobacco, fruits and vegetables, &c. The chief exports are grain and pulse, and seeds. The exports of grain and pulse aggregated 370,442 cwt., of the value of Rs. 6,31,547; of seeds 11,594 cwt. of the value of Rs. 62,131.

The annexed statement shows the number of vessels which arrived at and left the Orissa ports during the year:—

Ships entered and cleared.					Arrivals.	Departures.
Balasure district	...	...	...	...	275	293
Pooree district	...	...	...	...	86	86
Cuttack district	...	...	...	...	33	32

There will be found in the appendix five statements, showing the duty paid imports from foreign and British Indian ports, and free imports from foreign ports at Calcutta; exports from Calcutta to foreign ports; the interportal trade of Calcutta; and imports and exports to and from Calcutta *via* the Suez Canal. Duty-paying articles from Indian ports are classed with foreign trade; but ordinarily speaking the only such article is salt, unless when there is some importation from British Indian ports of dutiable articles which are passed on in bond.

INLAND TRADE.

The following statement shows the principal articles of traffic conveyed up and down the Calcutta and Eastern Canals in 1870-71 and 1871-72.

ARTICLES.	CIRCULAR CANAL.		TOLLY'S NULLAH.		TOTAL.	
	Number of boats.		Number of boats.			
	1870-71.	1871-72.	1870-71.	1871-72.	1870-71.	1871-72.
Coal	961	942	170	293	1,131	1,235
Piece-goods	325	317	64	26	389	343
Hides	215	381	.....	1	216	382
Cotton	328	239	7	2	335	291
Indigo	23	3	2	6	25	9
Jute, including gunny bags	5,050	8,158	78	264	5,128	8,422
Mustard seed	2,223	2,511	416	458	2,639	2,969
Salt	6,123	4,886	769	738	6,892	5,624
Sugar	1,252	1,421	23	13	1,275	1,434
Tobacco	433	404	155	173	588	577
Linseed	544	645	28	12	572	657
Pulse	142	205	188	458	330	663
Rice	10,029	10,464	9,089	14,686	19,118	25,150
Paddy	609	220	3,594	4,798	4,103	5,018
Total ...	28,158	30,846	14,583	21,923	42,741	52,774

The statement below shows the principal articles of traffic, except that carried on steamers and flats, which passed upwards and downwards through the Nuddea rivers.

ARTICLES.	BHAUGIRUTTY RIVER.				JELLINGHEE RIVER.				MATABANGAH RIVER.				TOTAL NUMBER OF BOATS.	
	Number of boats.				Number of boats.				Number of boats.					
	1870-71.		1871-72.		1870-71.		1871-72.		1870-71.		1871-72.		1870-71.	
	Up-wards.	Down-wards.	Up-wards.	Down-wards.	Up-wards.	Down-wards.	Up-wards.	Down-wards.	Up-wards.	Down-wards.	Up-wards.	Down-wards.	1870-71.	1871-72.
Charcoal	4	11	14	6	6	1	7	142	207	12	1	34	27	440
Coal	37	82	7	136	136	1	142	31	2	209	3	440	443	84
Piece-goods (native produce)	5	7	10	68	12	1	31	74	3	63	63	84	166	71
Piece-goods (imported fabric)	57	11	68	74	7	7	19	3	18	4	15	71	136	143
Hides	...	56	93	72	2	2	3	...	...	...	2	14	10	14
Cotton	47	13	8	72	2	2	3	...	...	...	2	14	10	14
Castor seed	...	13	8	72	2	2	3	...	...	...	2	14	10	14
Castor oil	...	4	3	...	...	...	...	...	...	...	...	...	...	...
Jaggery	...	254	217	48	...	...	...	...	...	...	...	...	...	...
June	...	2	262	4	...	...	...	...	...	...	...	...	...	...
Gunny bags	98	50	80	50	1	1	374	...	...	...	...	...	...	...
Lime	61	61	42	61	6	30	10	...	...	...	...	...	...	...
Limestone or gneiss	29	29	18	13	...	...	...	...	...	...	...	...	...	...
Rice, wheat, paddy, and other grains	631	1,489	410	2,177	1,021	757	805	...	...	...	...	...	...	...
Pulse, peas, and lentils	79	7,005	205	6,138	11	739	24	...	...	...	...	...	...	...
Firewood	17	256	14	...	139	2	76	...	...	...	...	...	...	...
Mustard oil	1	4	1	...	...	...	...	...	...	...	...	...	...	...
Other oils	...	9	4	...	...	...	...	...	...	...	...	...	...	...
Indigo	...	31	31	...	4	...	...	...	...	...	...	...	...	...
Salt	4,721	32	36	5,271	...	1,289	1,395	...	...	...	...	...	...	...
Sugar	...	187	9	...	...	...	...	...	...	...	...	...	...	...
Tobacco	56	292	48	412	231	14	9	...	...	...	...	...	...	...
Vegetables	58	365	39	503	64	16	64	...	...	...	...	...	...	...
Sundries	2,804	1,800	2,650	420	358	473	399	...	...	...	...	...	...	...
Road stone	1,619	373	213	...	...	...	...	...	...	...	...	...	...	...
Grass	18	26	18	...	...	...	...	...	...	...	...	...	...	...
Fruit	...	225	3	...	...	...	...	...	...	...	...	...	...	...
Indigo seed	3	10	4	...	...	...	...	...	...	...	...	...	...	...
Sand	5	20	2	...	...	...	...	...	...	...	...	...	...	...
Thatching tiles	...	6	13	...	...	...	...	...	...	...	...	...	...	...
Paving tiles and bricks	...	21	4	...	...	...	...	...	...	...	...	...	...	...
Earthen pots	...	4	1	...	...	...	...	...	...	...	...	...	...	...
Silk	...	11	2	...	...	...	...	...	...	...	...	...	...	...
Linseed	...	3	19	...	...	...	...	...	...	...	...	...	...	...
Mustard seed	...	1	80	...	...	...	...	...	...	...	...	...	...	...
Total	7,574	14,343	8,231	14,028	3,819	3,959	3,083	4,024	3,505	4,295	4,371	6,198	36,660	40,029
									4,295	7,860	10,064			

The number of steamers and flats which plied up and down these rivers during 1871-72 was as follows. On the Bhagirutty 21 steamers and 29 flats; on the Jellinghee 2 steamers; on the Matabhangah 16 steamers and 28 flats.

Statements have been given in the railway chapter, pages 236 and 237, which show the quantities of the principal commodities received at, and forwarded from Howrah and Patna during 1871, and the salient points in these statements have also been noticed in that chapter. The receipts at Howrah show an increase in every item except in lime, salt, saltpetre, seeds, stone, and sugar. The largest decrease was in seeds, and it amounted to maunds 1,185,405. In grains, coal, and cotton there was a considerable increase, amounting in the case of the first-named article to maunds 365,922. The articles which are received at Howrah in the largest quantities are coal, cotton, grains, hides and horns, opium, saltpetre, seeds, and sugar. Of coal the quantity received in 1871 was 5,080,168 maunds; of cotton 721,188 maunds; of grains 990,638 maunds; of hides and horns 538,978 maunds; of opium 195,242 maunds; of saltpetre 262,446 maunds, against 314,764 maunds last year; of seeds 1,589,999 maunds; and of sugar 109,387 maunds. The total quantity of goods of all kinds received at Howrah during the year was 10,725,469 maunds. As regards the goods forwarded from Howrah, the articles in which there is a decrease preponderate over those in which there is an increase. The most serious decrease is in iron, but it has already been noticed on the part of this chapter which deals with maritime trade, that the imports of iron and iron-work were very much less than in former years. In beer, spirits, and wine, there was a large increase, amounting to maunds 157,656. The articles in the despatch of which up-country railway carriage appears to be chiefly used, are beer and wine, iron, piece-goods, salt, and gunny. These articles were despatched in the following quantities:—beer and wine, 325,506 maunds; gunny, 82,151 maunds; iron, 861,530 maunds; piece-goods, 1,009,265 maunds; salt, 1,246,519 maunds. The total quantity of articles of all kinds forwarded from Howrah aggregated 4,980,943 maunds, against 6,593,269 maunds in 1870.

As regards the traffic at Patna, the figures supplied do not enable any comparison to be made between the results of 1871 and the preceding year. The articles forwarded from Patna in the largest quantities are seeds, sugar, manufactured opium, saltpetre, salt, hides, and indigo. Of seeds there were forwarded from Patna 15,591 tons 3 cwt.; of sugar 5,668 tons 7 cwt.; of manufactured opium 4,252 tons 12 cwt.; of saltpetre 2,842 tons 12 cwt.; of salt 1,074 tons 15 cwt.; of hides 2,801 tons 2 cwt.; and of indigo 1,358 tons 3 cwt. The total quantity of articles of all kinds forwarded from Patna aggregated 40,240 tons 8 cwt., equal to 1,092,610 maunds. The articles received there in the largest quantities are piece-goods, salt, grains, gunny bags, and coal. Of piece-goods of all kinds, cotton and silk, packed and unpacked, there were received upwards of 2,900 tons; of salt 10,824 tons; of grains upwards of 1,400 tons, and of coal 1,037 tons.

Taking all articles received at Patna during the year, they amounted to 25,057 tons 1 cwt., which is equal to 582,051 maunds.

The question of obtaining statistics of the Ganges-borne trade has occupied the attention of Government during the past year, and arrangements were made for securing an efficient registration of boats trafficking on that river from the 1st January 1872.

Statistics of Ganges-borne trade. Sahebgunge, where the river has only one navigable channel, was on this account selected as being the most suitable point at which the required registry could best be effected, and the Extra Assistant Commissioner of Rajmehal was deputed there for a short time in order to supervise the commencement of operations. A small registry establishment was sanctioned as an experimental measure, and notices of the proposed registration, both in English and the vernacular, were supplied to officers concerned, with instructions to give the widest publicity to the orders of Government at places frequented by boats. Similar information being likewise necessary with respect to steamers as well as country boats in order to render the statistics complete, the India General Steam Navigation Company were addressed on the subject of the traffic carried on by their steamers, and they readily expressed their willingness to furnish the required particulars.

No fees or tolls are levied for registration, and the registering officer has no authority to stop or detain any vessel or boat beyond such short time as may be necessary for obtaining the particulars required.

The returns for the first six months of the year 1872 have been received, and show the following results. It must be understood, however, that even the rough accuracy of the figures given is doubtful, for no inquisitorial procedure is adopted in obtaining information; the returns were made up from the statements of the persons in charge of each boat, and though without any pretensions to exact accuracy, they have a great deal of comparative value. Besides these figures relate to the first or dry-half of the year, which is the least favourable for river traffic; the water is much lower and the winds are much less favourable, many or most of the affluents of the Ganges are too low for navigation, and many of the chief river marts are separated from the deep channel by many hundred yards of sand-bank. No fair opinion of the traffic can therefore be arrived at until the figures for the second half-year has been received.

The total number of boats which passed Sahebgunge during the first six months of 1872 was—

Up traffic.

Month.			Loaded boats.	Empty boats.	Total.
January 1872	..	..	1,116	553	1,669
February	..	..	1,339	444	1,783
March	..	..	1,452	426	1,878
April	..	..	783	496	1,279
May	..	..	1,491	513	2,004
June	..	..	1,512	339	1,851
Total	..	..	<u>7,693</u>	<u>2,771</u>	<u>10,464</u>

Down traffic.

Month.			Loaded boats.	Empty boats.	Total.
January 1872	..	..	1,304	260	1,564
February „	..	..	1,181	407	1,588
March „	..	..	1,216	346	1,562
April „	..	..	1,056	220	1,276
May „	..	..	761	172	933
June „	..	..	762	239	1,001
Total			6,280	1,644	7,924

so that more than 18,000 boats, or about 100 per diem, passed Sahebgunge during the half-year. No record was kept to show how often the same boat passed during the season; possibly some of the boats which take short trips passed Sahebgunge several times. Ten steamers passed Sahebgunge during the half-year, five each way; the ten trips past Sahebgunge were made by steamers, all of which belonged to the India General Steam Navigation Company. So far as is known, there is not a native-owned steamer on the river.

The total weight of the cargoes passing Sahebgunge during the half-year is shown to have been—

Up stream traffic—

				Total cargo carried. in maunds.
Country boats	..	..	1,320,886	
Steamers	..	..	35,738	
				1,356,624

Down stream traffic—

Country boats	..	..	2,366,359	
Steamers	..	..	86,446	
				2,452,805

Grand total ... 3,809,429

The chief staples of the down stream river traffic are—

				Maunds.
Wheat	..	..	..	97,000
Pulse and gram	..	..	..	74,000
Oil-seeds	..	..	..	470,000
Sugar	..	..	..	163,000
Tobacco	..	..	..	49,000
Saltpetre	..	..	..	86,000

The bulk of the wheat and pulse exports is shipped at marts in the Monghyr and Bhaugulpore districts; very little wheat appears to come down the river from Patna or the North-Western Provinces. The largest shipment of wheat was made from Colgong. Upwards of half the oil-seeds come from places in the Purneah, Monghyr, and Bhaugulpore districts; about one-third comes from places in the Patna division, and less than one-sixth from places in the North-Western Provinces.

The mart of Revelgunge, in the Sarun district, at the meeting of the Ghogra and the Ganges, is by far the largest place of export for oil-seeds. Jute comes in quantity only from Purneah and the eastern parts of Bhaugulpore; but the total bulk of jute passing Sahebgunge is very trifling. Three-quarters of the sugar trade of the Ganges come from the Benares province of North-Western Provinces; the rest comes from Patna and Tirhoot. Tobacco is exported mainly from Tirhoot and Purneah, the sub-Himalayan tracts of these districts being, like the northern tracts of Rungpore and the Cooch Behar country, specially suited for the growth of tobacco. Saltpetre comes chiefly from the Patna division.

The marts to which the greater part of the down stream traffic is consigned, are Calcutta, Maldah, Jeeagunge, and Moorshedabad, Bhadesur in the Hooghly district, Rampore Beaulah, and Dacca. Calcutta receives almost half of the whole down stream traffic, comprising nearly all the wheat, saltpetre, other cereals, and timber; Calcutta receives also much more than half the oil-seeds passing Sahebgunge, and most of the remainder of this traffic being consigned to places on the Bhagiruttee probably reaches Calcutta eventually. Nearly all the hides, horns, and gunny bags, brought down the river are landed at Sahebgunge; thence most of the hides and horns must be carried to Calcutta by rail. The only considerable up-country produce which comes down the Ganges for the use of people in Lower Bengal, and not for export by sea, are sugar and perhaps tobacco. Up-country sugar is largely consigned to Maldah (for Dinagapore), to Moorshedabad, and Rajshahye.

As regards up-stream traffic, by far the largest item is rice; 1,593,284 maunds of rice were carried during the half year from the districts of Maldah, Dinagapore, Moorshedabad, Rajshahye, and Dacca up the Ganges to Patna, Revelgunge, Tirhoot, Ghazeepore, Benares and Mirzapore. These figures of the rice traffic are so interesting that some of them are worth reproducing here; thus the chief despatches of rice were—

	Maunds.
From places in the Maldah district, whence much of the Dinagapore rice is shipped, about ..	630,000
From places in Dinagapore, about ..	138,000
„ „ Moorshedabad „ ..	48,000
„ „ Rajshahye „ ..	90,000
„ „ Dacca „ ..	185,000

The chief arrivals of rice were—

At Allahabad and Mirzapore, about ..	106,000
„ Benares, about.	242,000
„ places in the Jounpore and Ghazeepore districts, about ..	440,000
„ Revelgunge, about ..	162,000
„ Patna and Dinagapore, about ..	286,000

Thus Lower Bengal sends considerable quantities of food-grains up to Behar and still more to the Benares division of the North-Western Provinces, and helps those thickly peopled tracts to devote large areas

to the production of indigo, opium, and oil-seeds. The quantity of pulse and grain which moves up the river is in bulk about the same as moves down the river. Oil-seeds, sugar, and tobacco, do not appear in the up-stream traffic. Nearly the whole of the up traffic in metals is from Calcutta, and more than half the metals is consigned to Patna. The total trade in metals of the half-year past Sahebgunge was only 27,000 maunds in country boats and 38,600 maunds in steamers.

Next to rice, salt is the most bulky article of up-country traffic; 428,000 maunds of salt passed up the river, nearly all of which was shipped from Calcutta and its neighbourhood. Barely 20,000 maunds of Calcutta salt reach the North-Western Provinces, and about 340,000 maunds are consigned to places in the Patna division.

The steam boat traffic for the half-year came to—

35,758 maunds of down traffic.
86,446 „ „ up traffic.

Seeds and cotton form more than three-quarters of the downward steam freight, while salt and metals make up three-quarters of the upward steamer traffic. Nearly all the steamer freight is through traffic from Calcutta to Mirzapore, or from Mirzapore and Revelgunge to Calcutta; steamers seem to do little trade between intermediate river stations, and they do not secure any of the large up-country rice trade.

The following statement shows the daily average of up and down traffic taken at the Hurdah bridge and at the Dingrah Ghât ferry both on the Ganges and Darjeeling road. The Hurdah bridge is over the Chota Koossee river in the Purneah district, between Purneah and Carragolah Ghât.

Abstract showing the daily average in each month of up and down traffic taken at the Hurdah Bridge and at the Dingrah Ghât Ferry on the Ganges and Darjeeling Road.

MONTH AND NUMBER OF DAYS IN EACH.	HURDAH BRIDGE.				DINGRAH GHAT FERRY			
	UP.		DOWN.		UP.		DOWN.	
	Passengers.	Goods in tons.	Passengers.	Goods in tons.	Passengers.	Goods in tons.	Passengers.	Goods in tons.
1871.								
November ...	519	59	686	169	130	9	106	13
December ...	706	77	522	91				
1872.								
January ...	768	93	777	125	118	11	107	16
February ...	1,356	76	1,578	122	101	9	146	11
March ...	716	57	6,258	64	109	12	101	6
April ...	650	65	628	78	508	8	105	10
May ...	577	72	624	94	34	8	40	10
June ...	485	42	508	61	56	8	45	11
July ...	371	22	387	41	72	8	63	9
August ...	392	25	442	22	85	8	78	6
September ...	396	25	376	20	64	9	74	7
October ...	415	21	400	26	70	11	41	9

MINES AND QUARRIES.

In last year's report it was stated that there were 44 coal mines at work in Bengal, and that in 1868 they had turned out as much as 560,000 tons of coal. The out-put of the Bengal mines was larger still in the years 1869 and 1870; but the year under review has been a very bad year for the Indian coal trade. The East Indian Railway Company for the most part burn in their engines coal from their own mines; the Eastern Bengal Railway and the River Steam Companies are the chief customers of the coal owners. Power mills of different kinds are gradually increasing in numbers, and the local demand for coal on shore is slowly extending. But the demand for Bengal coal in sea-going vessels has almost ceased: steam vessels by the Suez Canal bring out their own coal, and a large number of steamers bring out coal as ballast. The great increase in the steamer trade of the port of Calcutta has very largely reduced the towing business in the river Hooghly. The Hooghly steam tugs used to consume about 200,000 tons of Bengal coal yearly, whereas they now take comparatively little country coal. The effect of these changes on the price of coal has been very great. English coal, which used to rule in Calcutta at Rs. 16 to Rs. 18 per ton, has during the year under report sold at Rs. 8 and Rs. 9 a ton; Bengal coal, which was selling in Calcutta at seven annas a maund at the beginning of the year, could at the end of the year hardly fetch five annas a maund. One of the Railway Companies, which used to pay Rs. 4½ per ton for coal a few miles from the pit's mouth, is now getting supplied at Rs. 2½ and Rs. 3 a ton. These alterations in the coal trade have very largely reduced the out-put of all the principal coal-mines. One of the largest Companies, which can raise 200,000 tons, is now raising only 50,000 tons; and all the rest of the coal-mine work is almost equally slack. The great rise in the price of British coal which has occurred during the year 1872, has not yet had much effect upon the Calcutta coal market.

The use of coal in the Public Works Department of Government has much increased of late years. On the Soane Canal works, and at all public works near the great rivers, bricks and lime are now generally burnt with coal instead of wood or farm refuse. Coal-fuel is cheaper and more easily obtained than wood-fuel, and its use preserves farm refuse for its natural duty as a fertilizer, while at the same time there is less run upon groves and timber trees for fire-wood. Even in the coal districts, coal has not yet become the domestic fuel of the country, but near the old coal-field of Raneegunj the people are taking, it is said, to coal for cooking purposes. In the Hazareebaugh and Palamow districts, where coal can be delivered at Rs. 2½ or Rs. 3 a ton, iron smelters and village blacksmiths still use charcoal for their furnaces, and ordinary country people still use wood for all domestic purposes.

In last year's report it was mentioned that proposals had been made for smelting iron in coal furnaces after the English method. The best sites for such an undertaking would be the valleys of the Damoodah and the Barrakur, near Raneegunj, or Barrakur; Palamow, on the upper reaches of

Coal.

Iron.

the Soane river, and Hazareebaugh. The coal-fields of the lower Damoodah and Barrakur are occupied for the most part by private Companies, which do not, in the present depressed state of the Indian coal trade, see their way to raising the necessary funds for a new industry of this kind, although the great rise in the price of British iron, and the large and increasing demand for railway iron of all kinds, make Indian iron works a more promising speculation than they ever were before. The coal-fields in Palamow belong to Government, and there is excellent iron ore in their neighbourhood; but Palamow is a very out-of-the-way place, far from any metalled road or railway. Some of its coal, however, after a land carriage of about 20 miles, is carried down the Soane to the canal workshops at Dehree. Hazareebaugh, too, is nearly 80 miles by the shortest route, and more than 118 miles by any metalled road to the railway. It would cost about £50,000 to set up complete establishments and machinery for smelting iron ore, and the Bengal Government did not feel warranted in proposing so heavy an outlay on manufacturing plant in an out-of-the-way district. It is, however, intended to establish at the Hazareebaugh Penitentiary furnaces and forges for working the rough iron ("bloom,") smelted by natives after their own methods into wrought-iron bolts, nuts, plough-shares, bill-hooks and other similar articles much in demand. The Canal Department workshops do a certain amount of iron founding and other iron work for local requirements, and as opportunity offers the operations of these workshops will be extended. They have, as above stated, cheap and good coal within easy reach.

Suggestions were made by Messrs. Olpherts and Mark Fryar for erecting rows of improved native furnaces, fitting them with steam fans, and having them worked by ordinary native iron workers. The furnaces were to be set up where coal was cheap, and it was expected that the use of coal instead of wood charcoal would produce a considerable saving in the cost of manufacture. No arrangements have yet been made for giving effect to these suggestions.

There was also some correspondence during the year about the discovery of iron ore in the Lalmye Hills in Tipperah. A specimen of the ore was examined by the geological department, and was pronounced to be the common brown iron ore (hydrated sesqui-oxide of iron) mixed with a considerable amount of earthy matter. Freed from the sandy clay with which it was surrounded, it yielded 38·5 per cent. of iron.

Nothing new has occurred in the lime or stone trade during the year. Less stone is brought to Calcutta as ballast than in former years, now that canal steamers bring out their own coal. But as yet there has been no want of stone ballast for macadamizing the roads of Calcutta and its suburbs. Over the rest of the Gangetic delta the absence of stone is as great a difficulty to road-makers as ever. Lime is, however, found in many parts of the country in the form of nodules in the soil, and limestone is brought from the Eastern Hills.

Lime and stone.

AGRICULTURE AND HORTICULTURE.

In the chapter on "weather and the crops," the success or failure of the latter in the several provinces which comprise the Lieutenant-Governorship of Bengal has been given in some detail; there only remains to notice here those agricultural products which either from their novelty or importance, or from the special experiments which have been made regarding them, demand separate mention, and some account of them is here given.

In the year 1870 a portion of the Salt Water Lake 'reclaimed land'

Carolina paddy cultivation.

was sown with Carolina paddy, but the experiment failed, owing, it was supposed by Mr. Clarke, to an excess of water, and the opinion was given that this species of paddy required muddy ground of the same description as that on which is grown the *kowa* rice of Eastern Bengal.

In June 1871 the Board of Revenue submitted the report of the result in the various districts where experiments with Carolina rice had been tried. In the majority of instances the general results were doubtful, but in a considerable number they were encouraging, and in a few places the experiment had failed altogether.

The Government of Bengal, in submitting the report for the consideration of the Government of India, stated that in its opinion the results of the experiment were on the whole favourable. It was pointed out that while the yield from Carolina paddy was greater, it laboured under the disadvantage of being little understood, of being difficult to husk, and that there was no easy market for its disposal. There were obstacles in the way of trying experiments with it; the zemindars had no farms or cultivation of their own, and our chief advantage lay in the presence of so many European gentlemen in the interior who were ready to give the grain a trial.

The Government of India, sharing this view, resolved to give the scheme a further trial, and indented upon the Secretary of State for 50 barrels of the best quality of seed. In the meantime the Board of Revenue had applied for 100 barrels for distribution among the districts which they had selected; but this amount of seed could not be procured in time, and except that which was saved from the previous sowings, no more than 20 barrels have been distributed this year, the results of which will be known about January next.

Tea is cultivated in Assam, Cachar, Sylhet, Chittagong,

Tea cultivation.

Darjeeling, and Chota Nagpore. In the Darjeeling district, partly in the hills and partly in the Terai under the hills, there are 62 gardens, of which 13 have been newly opened during the year, and the outturn of tea in 1871 was 2,665,821lb, as compared with 1,798,230lb in the previous year. The entire acreage held as tea gardens was 58,496½ acres, of which 12,305 acres have been brought into cultivation. The business gave employment to 43 European and 202 Native supervisors, and an average of 9,291 labourers. Attempts have been made to manufacture brick tea, such as is used by the people of Central Asia, but without success; nor is there much inducement to persevere as long as we are shut out from trade with Thibet;

but the Commissioner believes that had it a fair chance, Darjeeling tea could drive Chinese tea out of the markets of High Asia.

In the district of Dacca there are only two gardens; in Sylhet there are sixteen, with an area of 21,408 acres, of which 3,620 were in cultivation during the past year, and which yielded 464,659lb of tea, and 232 maunds 20 seers tea seed.

In Cachar there are 121 gardens, and the total area of land taken up for cultivation is 239,087 acres, of which only 23,081 acres are actually under cultivation. The outturn of tea in 1871 was 5,217,755lb, against 4,006,822lb in the preceding year. The estimated yield for 1872 is 5,406,400lb. The average number of imported labourers employed was 18,623, of which 2,891 were new labourers. One factory has been closed, and six have been opened during the year under review. The returns show an increase of only 170 acres under tea as compared with last year, which is probably owing to the fact that the various managers have returned only the amount of land under bearing bushes, as the very considerable area which has been opened out in extension of old gardens during the past two years has not yet come into full bearing. There is, writes the Deputy Commissioner, a decided tendency to extend the cultivation of tea in the district, and for the most part the extensions are being pushed on in the most careful way possible.

Tea is cultivated in Chittagong, but in no other district of the Chittagong division, though in the opinion of the local officers tea might well be grown in the neighbouring territory of the Rajah of Hill Tipperah. The outturn of the past year was on the whole above the average, owing to the weather having been very favourable.

In Chittagong, including the Hill Tracts, there are 21 gardens; the area of land under tea is 1,497 acres, and the outturn of tea was 313,758lb.

In Assam, taking the whole province, 6,257,643lb of tea were manufactured during the year, against 5,504,695lb of the year before, showing an increase of 752,984lb. There were 295 gardens open, and the whole extent of land held under the different tenures was 235,852 acres, of which 31,303 were reported to be under cultivation; and the average monthly number of labourers (both imported and local) employed during the year in the province was 35,703, of whom upwards of 20,000 were imported labourers. Twenty concerns have cultivated additional land, the total increase being 1,470½ acres. From the increased outturn it must be concluded that tea cultivation is steadily progressing, and that the venture is on a much firmer footing than it was a few years ago. The days of rash speculation have passed for the present, and there is no doubt that fair profits are derived on the capital laid out. In the opinion of the Commissioner tea in his division has a bright future before it.

In the Chota Nagpore district the experiment of tea cultivation has been tried only on a small scale and with no great success, the soil and climate not being so moist as in the Eastern districts. In Hazareebaugh there are three tea gardens; in one the land under cultivation is 326 acres, in another 224 acres, and in the third 150 acres, and the outturn of tea was 71,505lb.

In Lohardugga there are two gardens, Hotwar and Palandu, but the area of land under tea-cultivation in them is not given in the Commissioner's report. The outturn at Palandu in the year under report was 17,920lb., as compared with 11,890lb. in the previous year.

The results of the inquiries of the Cinchona Commission were only very briefly noticed in last year's report. They found that *cinchona officinalis* at Rungbee had failed, and they recommended that so much of it as had not already decayed should be cut down except a few small patches, which would serve to supply seed.

As to *cinchona calisaya*, so long a time would necessarily elapse before the plantation of it could yield any considerable supply, that there was at present no necessity to inquire into its prospects. The remarks of the committee, therefore, entirely related to *cinchona succirubra*, and the question whether a permanent forest plantation of this species was likely to succeed or not, was carefully weighed. In the opinion of Mr. McIvor these trees would grow splendidly for the first three years of their existence, but that on reaching the cold subsoil they were attacked with canker; that one plant in every three would die; and that therefore there was no prospect of any increase in the yield of bark. This view was not supported by the other witnesses whose evidence on the point was taken; in fact, they unanimously held an opposite opinion, and the committee in their report agreed with them, but also recommended that more careful statistics of the condition of plantations should be submitted every six months. With regard to the stem bark, the committee had to decide between manufacturing it into cinchona alkaloid on the spot by Mr. Broughton's process, and between drying and packing it for sale in London. In the absence of any data upon which the cost of local manufacture could be carefully estimated, the committee recommended, with reference to the bark of 1871-72, the adoption of the latter plan, but at the same time advised that a considerable quantity should be reserved for local experiment, and that all the inferior bark should be worked up at Rungbee.

As it was ascertained that the medical department were indenting from Europe for supplies, at a considerable cost, of red bark for decoction, the committee suggested that requisitions should in future be made on Rungbee. The recommendations of the committee were accepted, and orders to carry them into effect were immediately issued.

The Government of India, in considering this report and the orders that had been passed upon it by the Government of Bengal, advocated the utmost attention being paid to the increased cultivation of *C. calisaya* and *C. pitayensis*, from the greater marketable value which those species possess.

In order to test the truth of the opposite opinions held regarding *C. succirubra*, it was decided that none of the trees which had been planted in 1864, and which were therefore more than three years old, should be cut down, unless it was absolutely necessary for thinning purposes, and thus the progress or absence of disease amongst them could

be efficiently tested. The manufacturing experiments at Rungbee were to be proceeded with energetically, and a competent man appointed to superintend them. A good deal of difficulty was experienced in arranging this, but finally it was not thought necessary to depute this year a special officer to superintend the local manufacture, because the supply of bark that had been reserved was not likely to yield more than 30lb of alkaloid. The Government of Bengal, however, recommended that for the manufacture in 1872-73 a thorough professional chemist should be sent out from home.

The cultivation and botanical part of the business was placed under the supervision of Dr. King, who has been in charge of the plantations since July 1871. At the close of the year under report the condition of the plantations was very satisfactory. Of the *C. succirubra* many of the older trees were notably healthy and vigorous, and of the *C. calisaya* some 50 acres were planted out, and measures were being taken still further to extend the area of its cultivation. The measures recommended with regard to *C. officinalis* were carried out, and the ground hitherto devoted to it has been nearly all planted out with *C. succirubra*. The opinions of Mr. McIvor on the prevalence of disease among cinchona plants after they have attained the age of three years, were carefully tested by Dr. King, and more especially with reference to certain 4 to 6 year old plants, to which Mr. McIvor particularly referred. At the end of 13 months after the date of Mr. McIvor's prophecy, these plants were especially healthy and vigorous, and were among the best trees of the plantations. On the whole Dr. King came to the conclusion that the disease was not very much to be feared, and that he did not share Mr. McIvor's views concerning its alarming character. The cinchona gardens were visited during the year by the Lieutenant-Governor, who found them to be flourishing beyond his anticipations. Indeed the lower part of the garden, which stretches for eight or nine miles down a deep Himalayan valley, is as flourishing as the best plantations of the most thriving trees in any part of the world.

During the past year 166,285 plants of cinchona succirubra and 44,500 of calisaya were added to the permanent plantations. Propagation was vigorously carried on, and the seed and nursery beds now contain 600,000 young plants of the former and 147,500 of the latter species. All the extensions are being made at lower elevations, as it is found that the cinchona flourishes extremely well at the lower end of the plantations, where the level is 2,000 feet above the sea, while it takes very much less kindly to the higher slopes, which are from 4,000 to 5,000 feet above the sea.

Not a single tree was cut for the sake of its bark, but nearly 116,000lb of green bark (equal to 39,000lb dry bark) were collected from prunings and thinnings. The best of this has been packed for transmission to England, and the rest has been stored at Rungbee, awaiting the appointment of a competent quinologist.

The budget allotment for the past year was Rs. 63,621, but the expenditure amounted only to Rs. 50,463-13-5. Out of the produce of 1870-71 there were sold, 7016lb of bark of various quantities, and the gross amount realized was equal to Rs. 5,061-8-2, at an average of 1s. 3d. per lb.

The plantation at Nunklow consists mainly of *C. officinalis*, the species which had not been found to prosper at Rungbee. This fact, and the small cost of the establishment (some Rs. 32 per mensem), which just suffices to keep down the growth of creepers and jungle, induced the Government of Bengal to consent that the garden should not at present be closed.

A further attempt was made this year with the experiment of extending to India the cultivation of ipecacuanha. On the advice of Mr. C. B. Clarke, the Bamunpookree spur close to the main road between Pünkabaree and Silligooree in the Sikkim terai was the site selected, and a small consignment of 12 plants which arrived in Calcutta in July was sent there. A further consignment arrived in December, and was to be forwarded to Sikkim as soon as the plants had recovered somewhat from the ill effects of the voyage out. Of the original 12, 11 reached Sikkim safely; these have been placed under glass, and favourable reports of their condition have since been received.

Very little is known of the condition, soil, atmosphere, and position, which are most favourable to the growth of ipecacuanha; but the little information that exists leads to the belief that low, shady, and moist valleys, possessing a tropical temperature, are best suited for the purpose. Dr. King was of opinion that the site selected at Bamunpookree was not a favourable one, because of the dryness of the soil, and because it was deficient in the variety of physical conditions above noted. He therefore selected a large piece of land belonging to the Forest Department, which comprised some land on the lower spurs near Darjeeling, as well as a bit of level or terai land below. This would enable him to secure a considerable variety as to elevation, temperature, moisture, &c.; the effect of each upon the plants would be manifested, and there would thus be data upon which to decide the site and other conditions of a permanent plantation. The land has been made over to Dr. King, and next year's report will contain the result of his experiments.

The attention of the Superintendent of the Botanical Gardens during the year under report was chiefly paid to the cultivation of herbaceous plants, and considerable additions were made to them. An aquatic garden was also formed, in which were brought together a number of very interesting water plants. A good deal has been done in the interchange of seeds, and as many as 4,309 packets of seeds (many of them weighing several pounds) have been sent to various botanical societies in India, Europe, and Australia.

In August last the Government of India sanctioned the grant to the Agri-Horticultural Society of the plot of land lying to the south of the grounds attached to Belvedere, on the condition that the Society should resign for ever the allowance of Rs. 5,000 which Government yearly bestowed upon them; and that if they should use the land for any purpose other than a garden, it would be immediately resumed by Government. The Society accepted these conditions, and on the 15th January 1872 the land, aggregating nearly 60 beegahs, was made over to them by the Collector of the 24-Pergunnahs, and the plan of the future garden is now being marked out upon it.

The Lieutenant-Governor having consulted the Commissioners of the various divisions and other local officers on the question of establishing model farms in their several districts, and having also taken the opinion of various gentlemen likely to have a special knowledge of this subject, passed the following orders:—

He desired that all district officers should, in submitting the statement of Government estates called for by this Government, bear particularly in mind the possibility of using such estates as nurseries of small model farms.

It was his particular desire to have in every district, and as far as possible in every sub-division, one or two suitable Government estates, which might be models of revenue and agricultural management, and where, without turning out the ryots, they might be guided, aided, and directed, as far as Government officers have the knowledge to direct, and where Government might try to show the ryots an example in moderate home farms on *seer* or *nijote* land. If local officers could find competent men skilled in practical agriculture to manage such establishments, the Lieutenant-Governor would be glad to sanction such an arrangement.

The same principle should be followed out to the full in the Wards' estates; but in the case of these estates Government would not bear any portion of the cost. His Honor would keep the proposed farms within moderate limits, but would seek to establish on all such estates model villages.

In the Lieutenant-Governor's opinion the main point to be kept in view was that we had not yet the means, the knowledge, or the machinery, to attempt very large farms; he would much prefer model farms of a few acres such as are within a ryot's competence at the same time that by advice and example the cultivation of the ryots on a larger area was improved. The Commissioner of the Orissa division recommended the establishment of small farms on each canal or large distributary, to consist of from 8 to 10 acres each. The ryot would, under Mr. Ravenshaw's scheme, be left in occupation of his holding; and on condition of his cultivating in accordance with the advice given him, he would get his land and his water rent-free. The Lieutenant-Governor approved of the plan, and called for definite and detailed proposals for carrying out the arrangement. Many of the

Irrigation Department officers, His Honor thought, would be found willing and able to look after these farms.

It was determined to try similar arrangements on the Midnapore canals, where the Lieutenant-Governor understood that a liberal zemindar, Baboo Nobin Chunder Nag, had offered land in a favourable situation for a large farm of, say, 100 acres, and the Commissioner of the Burdwan division was requested to ascertain if a man could be procured to take charge of this farm, and to submit for consideration definite and detailed proposals for giving effect to the scheme.

In order that similar experiments might also be tried on the Soane canals, the Commissioner of the Patna division was desired to draw up suitable proposals in consultation with Mr. Levinge, the Superintending Engineer of the Soane Circle.

The only place in which the Lieutenant-Governor was inclined for the present to attempt at once something more than encouragement to the ryots, was in the Khasi Hills. Very much was to be said in favour of an experiment in farming in this place. If Mr. Clarke was willing to undertake the superintendence, and could find a man to work the proposed farm, the Lieutenant-Governor desired that he should take up the question seriously in consultation with the Commissioner of Assam and the Deputy Commissioner of the Khasi Hills, and try and start the farm if he thought he could do so. Report should be made as to the money required as soon as the project is in any way matured.

The Lieutenant-Governor would also be very glad to start a farm at the Bamunpookree spur of the Darjeeling Hills as a branch of the Botanical Gardens in Calcutta, and on this subject a detailed proposal has been called for from the superintendent of the gardens.

The proposals submitted by this Government to the Government of India were briefly as follows :—

- (1)—To establish small (ryots') farms in Cuttack on the plan proposed by the Commissioner of the Orissa division; that is, to establish farms of from 8 to 10 acres each on some canal or large distributary; to engage the actual proprietor or cultivator to farm for himself under supervision, leaving him in occupation of his holding: and on condition of his cultivating in accordance with the advice given him, to grant him his land and his water rent-free.
- (2)—To establish a model farm of not more than 100 acres in the Midnapore district on a canal, with small attached ryots' farms under supervision.
- (3)—To form a very moderate-sized farm on the Soane Canal in the Shahabad district, with attached ryots' farms under supervision.
- (4)—To establish an experimental Government farm in the Khasi Hills in Shillong.
- (5)—To establish model villages in khas and wards' estates at the expense of the estate.

The probable cost of the first four farms was estimated at Rs. 1,00,000 for five years, or Rs. 20,000 per annum, and the Government of India has approved the Lieutenant-Governor's views and has sanctioned the payment of half this sum from imperial revenues.

The Lieutenant-Governor therefore desired now to take steps for making an actual beginning with these model farms. He feared that they would not be financially successful until we could get them managed cheaply by skilled and scientific native agriculturists, such as the proposed agricultural classes may eventually turn out. But a beginning must be made some time or other; the Government of India had been good enough to grant half the estimated net cost of these farms, and there was no reason why the experiment should not be undertaken now.

The Commissioner of Orissa would therefore be asked to take steps for carrying out his scheme for small (ryots') farms in Cuttack, and to favour the Government with a clear report of his plan of operations. With regard to the proposed farm at Midnapore, the report called for from the Commissioner of the Burdwan division regarding the land offered by Baboo Nobin Chunder Nag, and the Commissioner's proposal for giving effect to the scheme, would be awaited. With regard to the proposed farm on the Soane Canal, the Lieutenant-Governor might, under other circumstances, have deferred its establishment for another year, as the Commissioner of the Patna division had so much other work on hand at present; but as Mr. Levinge, the Superintending Engineer of the Soane Circle, appeared to take much interest in the undertaking, definite proposals have been called for from that gentleman and the Collector about the land required and the cost of the establishment, and also a report on preliminary operations. Mr. Levinge having given his opinion that of the several sites proposed for the farm, the Government land at Missergunge was in every way best suited for general cultivation, the attention of the local officers has been especially called to this point. A European gardener from Allahabad has been ordered to Behar, where he will, if convenient, combine poppy seed gardens with the Shahabad model farm.

In order that the experimental farm at Shillong (Khasi Hills) may be started at once, the Commissioner of Assam has been requested to give the subject his early and earnest attention.

The above remarks and orders refer only to the proposals submitted to the Government of India in July last. Since the report of July was written, the Lieutenant-Governor has received proposals for the establishment of model farms on Government lands in Baraset and Berhampore, and His Honor has agreed generally to both schemes, and has called for details, establishments, and other outlay required for working these farms. Mr. Halsey, the Commissioner of Cotton and Commerce, has been asked to select for this Government at once one of his best gardeners for the Baraset and Berhampore model farms. One good man will, it is believed, be able to see to the starting of the farms in both places.

During the Lieutenant-Governor's tour in the Chota Nagpore division, His Honor observed that there was much Government land close to the station of Hazareebaugh, and he has desired that the Commissioner of Chota Nagpore, in consultation with the district officer, should be so good as to submit a clear and definite proposal as early as possible for a model farm at Hazareebaugh.

In the western districts which comprise the Burdwan division food was obtainable during the year at a moderate price. In the Midnapore district the price did not vary much from last year, while in the Jehanabad sub-division and in Beerbhoom food is said to have been cheaper than in the past few years.

As regards the price of labour in Midnapore, the Magistrate reports that $2\frac{1}{2}$ annas per day is considered rather high wages. In Hooghly the price of labour has risen steadily during the last ten years; and to instance the case of the agricultural labourer: he is employed by his master throughout the year, and receives board, lodging, clothes, besides money wages, which amount to Rs. 24 a year. Some fifteen years ago his wages were only Rs. 12.

Notwithstanding the heavy loss of crops which occurred in the inundated districts of the Presidency and Rajshahye divisions, the price of rice remained very steady. In Nuddea, which suffered conspicuously from the floods, the price of rice did not go beyond Rs. 1-10 to Rs. 1-12 a maund in any place. In the 24-Pergunnahs and Jessore it was equally cheap, and in parts bordering on the Sunderbuns there were complaints that people would not buy even at 80 and 90 seers for the rupee.

Labour was in demand both in the districts to help in saving as much of the crop as was possible, and also on the Eastern Bengal Railway, parts of which had been breached by the floods. In the Sunderbuns labourers get one-fifth of what they reap, and carpenters and masons, who are scarce in those parts, easily earn from 9 to 10 annas a day.

Throughout the Rajshahye division food has remained cheap, though in Rungpore the Magistrate reports that rice was somewhat dearer than last year. The main reason why the inundations did not, as might have been expected, cause a rise in the price of the staple grain, was that the damage they caused was principally to the early rice crop, which is not what the people depend upon for their large supply of food. The main crop of the year is the later rice crop, which is sufficient of itself to keep the people in food during the years, and this was not much injured by the floods. The rise of prices in Rungpore is attributed by the Magistrate to the increased cultivation of jute.

Labour is scarce throughout the districts of this division; except at Serajgunge, where the jute factories cause a great demand, unskilled labour fetches from Rs. 5 to Rs. 8 a month. In the purely agricultural parts it is said that the cultivators follow the not unusual practice of working in turns for one another, instead of working each for a money payment.

Turning to east Bengal, it may be said that throughout the Dacca division rice was not nearly so cheap as might have been expected from the abundant harvest. In old times a plentiful crop made a vast difference in the price of rice. There are letters in the Backergunge Collectorate, dated at the close of the last century, which mention that this cause had lowered the price of paddy from 3 maunds for a rupee

to 8 maunds. Now-a-days a larger harvest is followed by increased importation, and prices remain much the same. In the district of Dacca food was a little cheaper than it has been for some years, but it rose somewhat during the Lushai expedition.

Labour is scarce in all these eastern districts, the reason probably being that the people are mostly small farmers, and the labouring population very small. The Magistrate of Dacca writes that "the Department Public Works are paying Rs. 7 a month for unskilled labour, and at Narayangunge common coolies make from Rs. 8 to Rs. 10 a month, and sometimes during the jute season even more; skilled labour has not risen in proportion.

In the districts of the Chittagong divisions the harvest was good, and prices generally ruled low. Labour is scarce and dear: thus for a bullock-cart the ordinary price in Chittagong is a rupee a day; boats and canoes are from 12 annas to Rs. 5 a day; and coolies 4 annas. In Tipperah palkee-bearers are so scarce, that it is cheaper to go from Dacoudkandy to Comillah by horse carriage, though the monopoly of this service is entirely in the hands of one man.

The Behar districts—In Tirhoot, notwithstanding the heavy floods, food prices did not rise inordinately in the dearest time; 15 seers of rice could be had for a rupee, and it soon became cheaper. The barley crop, on which the poorer classes greatly rely, was a remarkably good one. It may be stated generally that in those parts of the district where the rice crop suffered from the floods, the loss was compensated for by the rich winter crops. As for labour in some parts of the district, the price of unskilled labour has risen from 10 to 20 per cent., while that of skilled labour appears to have remained stationary. In the north of the district the common cooly in the town gets 2 annas a day; the carpenter and mason up to 4 annas a day.

In Sarun food and labour are both cheap. Rice was sold at some 20 seers for the rupee; wheat at from 18 to 20 seers; attah at 15 to 18; janeerah and jowrah at about 22; and salt at 8 seers for the rupee;—prices which do not vary greatly from the average of the past ten years. Common coolies get about $1\frac{1}{2}$ to $1\frac{3}{4}$ annas a day, say about two pence half penny. Masons, blacksmiths, and carpenters, are paid from 3 to 4 annas a day; palkee-bearers 4 annas each a stage of 10 miles; and ploughs may be hired for 4 annas a day in October, and 2 annas a day during the other months.

In Chumparun the price of labour is about the same as it is in Sarun, and food has during the year been cheap. The best rice was sold on the average at 19 to 20 seers for the rupee, and the coarse kind from 25 to 30 seers; the average of pulses was about 22 seers per rupee. Oats, wheat, and barley, have not risen above last year's rate. In Patna the price of food throughout the year has been much the same, though perhaps a little in excess of that in the previous year. This is attributed to the fear that was at one time entertained of the rice crop being destroyed by the floods, and which caused prices to rise considerably for a short time. The price of labour has risen during the last 15 days; but it is still cheap, and the rates are about the same as those prevailing in Sarun and Tirhoot. In Shahabad the irrigation works attracted

an immense number of coolies, but still the price of labour is said no to have increased to any appreciable extent.

In Gya food and labour both were abundant and cheap. Wages are very low, the demand for labour not being equal to the supply.

Orissa.—In the districts of this division, notwithstanding a tolerably abundant harvest, prices were rather high as compared with previous seasons.

Excess of rain during the spring rendered prospects of harvest uncertain, and holders of grain were disinclined to lower their prices. Similarly in August prices were not materially lower, the prospects of main or late rice harvest being uncertain. In December, though the crops were secured, prices rose in place of falling, as is usual. The cause of this was news of drought and scarcity in Madras and Ganjam, which created a demand for grain and increased export by sea and land. The amount exported from Cuttack was 94,030 maunds of rice and 8,886 maunds of paddy; from Balasore 24,360 maunds of rice. Pooree exported very largely, but the trade was either by the Chilka Lake or by carts along the main Ganjam road. No grain was sent by sea from Pooree. Salt brought a lower price in Balasore than in Pooree, and Cuttack rates were highest. There is much trading energy and competition in Balasore, and the salt is manufactured nearer to the consumers, and has not to bear so long or so costly carriage as in Cuttack and Pooree.

For the price of labour, an average of rates of wages between 1861 and 1870 gives the following results:—

			1861.	1870.
Cuttack	...	...	2 as.	2½ as.
Pooree	...	...	2 "	2½ "

The following extract from Pooree Collector's report shows very clearly the position of an ordinary farm labourer, and of the proceeds of salt manufacture as a means of subsistence to labouring Molunghees:—
 "The wages of unskilled labourers are very low. The main employment is of course agricultural; the bauri, or labourer of the servile class, is comparatively well off, who receives as remuneration one gaun, or basket, of paddy of 5 Cuttack seers a day, or 6½ Balasore seers, as his remuneration. According to the existing prices for cleaned rice, this would be less than 1½ anna for every day of service. This is for tolerably permanent employment; for mere occasional jobs the rate is of course higher. The most common rate of wages for permanent employment is Rs. 2 a month plus a suit of cold weather and warm weather clothing. Altogether he gets in money Rs. 24 a year, in clothes Rs. 3, and in occasional donations Rs. 6; or in all Rs. 33 a year, less than Rs. 3 a month. On this he feeds and clothes his family. Skilled labour, like that of a carpenter or weaver, fetches about 4 annas a day. In salt manufacture the rate of remuneration is 2 annas a maund of the outturn of salt, all at the risk of the labourer.

In *Chota Nagpore* rice has been cheap; in Hazareebaugh it was slightly dearer than last year, but for other articles of food the price has been lower or equal. In Lohardugga the average price is in the Commissioner's opinion estimated somewhat highly at 28 seers for the rupee.

The labour rates in the plateau of Chota Nagpore proper have altered to some extent since the year 1857; in that year they were for male labourers 1 anna, and for females 9 pies; the present rates are $1\frac{1}{4}$ anna, equal to nearly two pence, a day for adult male labourers, and 1 anna, equal a penny half-penny, for women. These rates are without food or clothing, and are paid by European employers. In the villages lower rates probably prevail. Skilled labour is much dearer; but as the best masons, carpenters, &c., are, as far as Chota Nagpore is concerned, foreigners, this is to be expected.

Assam.—In Kamroop the prices of food and labour have not changed during the year, but labourers being few, their wages are high. In Nowgong, while day labourers are found to work on roads, bridges, and tea estates, there is a great difficulty in procuring coolies to carry burdens or palkies. Much the same difficulty is felt in Seeb-sauger. The Deputy Commissioner says there is a great scarcity of labour throughout the district, owing in the first place to great demand on account of the numerous tea estates, and in the next to the great dislike an Assamese has to work of any kind. A common cooly in the chief station of the district, when procurable, gets 3 annas a day.

In Luckimpore the Deputy Commissioner writes,—“Labour is priced, but as a fact it is not obtainable at any price except in one or two special localities. There are no artizans among the Assamese. Ordinary unskilled labour is paid at the rate of 4 annas a day, or Rs. 7 per mensem. Skilled labour ranges according to the description and class of workmen from Rs. 15 to Rs. 40 per mensem.”

In Durrung also the Deputy Commissioner writes of the difficulty of obtaining labourers; in fact this is the characteristic of the Assam division. The harvest having been excellent, food was cheap during the year.

MISCELLANEOUS.

STATIONERY.

The following table exhibits a comparison of the general results of the working of the Stationery Department during the years 1870-71 and 1871-72 :—

General results.	1870-71. Rs.	1871-72. Rs.
Value of stock at the commencement of the year,	5,63,778	13,06,829
Approximate value of stores received from England	14,06,914	5,22,322
Value of stores received back from different offices	16,693	8,125
Cost price of local purchases	88,577	61,091
Total value of stock ...	20,75,962	18,98,367
Value of stores issued during the year ...	7,69,133	6,76,551
Amount of bills passed for purchases in India ...	769	543
Amount of all other charges, including establishments, contingencies, &c.	39,868	32,230
Total charges ...	8,09,770	7,09,324
Total value of stock at the close of the year* ...	13,06,829	12,21,816

The results shown are a decrease in the outlay for stationery during the year to the extent of Rs. 9,12,078, owing to the stock remaining in hand at the end of the preceding year being unusually heavy ; a decrease in consumption to the extent of Rs. 92,808, attributable to stricter economy ; and a decrease in the amount of charges under all heads to the extent of Rs. 7,638.

The subject of the enormous increase in printing charges has been for some time under the consideration of Government, with a view to ascertain definitely in what offices or departments the increase was most marked, and to take measures for checking and controlling the same. This led to a committee being appointed in May 1870 to inquire and report on the matter, and to suggest proposals for remedying the present state of things.

The committee comprised the following gentlemen :—
 Mr. F. W. J. Rees, Superintendent of Stamps and Stationery.
 Dr. J. Fawcus, M.D., Inspector-General of Jails.
 Mr. G. W. Kellner, Controller of Military Accounts with the Government of India.

Mr. W. H. Ryland, Asst. Secretary to the Government of Bengal.

The special attention of the committee was drawn to the enormously heavy increase in the charges in the office of the Superintendent of Stationery, which, during the brief space of five years, had risen from Rs. 19,123 to Rs. 3,65,262. The committee, in submitting their report, pointed out in the first place "that the returns submitted to Government do not accurately represent either the consumption in each year, or the cost of printing in each department, and that the increase was to a great extent more apparent than real, inasmuch as the figures show only the charges brought to account in the Accountant-General's books in each year." The actual increase in the expenditure was accounted for by the committee—

1st.—To the gradual augmentation of the administrative business of the Government.

2nd.—To the effect of the Alipore Jail Press rates when charged for large quantities of printed matter.

3rd.—To the inclusion in the annual charges of the cost of reserve stock.

The committee were of opinion that the first cause was unavoidable to some extent, as it would be a retrograde movement to curtail the advantages gained by the extension of printing into all departments of the service; as regards the second cause, an alteration in the scale of charges which shall secure uniformity of incidence with moderation of cost appeared to them to be called for; and with respect to the third, they thought a check on the system of indents was needed.

To regulate the annual grants and the indents, the committee suggested that heads of departments should, in communication with their subordinates, prescribe the number of copies of each particular form allowable for one year, representing the requirements of each office, the Superintendent of Stationery being associated with the heads of departments for settling the details connected with them, and the scale when fixed should be submitted to Government for approval. The indents being thus checked, should be forwarded to the Superintendent of the Alipore Jail Press; no deviations from the prescribed forms, or the introduction of new forms, being permitted without the express sanction of Government.

As regards the rates of the Alipore Jail Press, the committee pointed out one great error therein, viz. the combination of the charge for composition with that for press-work, and recommended that the two should be broadly distinguished; and they accordingly framed and furnished a tariff for both book-work and form-work to remedy the above defect.

Regarding the distribution of work amongst Government and private presses, the committee were unanimously of opinion that all the form-work of the Bengal Government should be executed at the Alipore Jail Press, book-work only being printed at Government establishments; but any work of public interest which cannot be undertaken by Government presses should be made over to private presses at such reasonable advance upon the Government tariff as may yield fair trade profits, and be agreed upon after examination. The committee further suggested that all requisitions for book-work should be made to the Bengal

Secretariat Press, and that that press should charge each department with the cost of its own printing. The committee also recommended some changes in the staff and constitution of the Alipore Jail Press.

The suggestions of the committee were generally approved by Government. The Superintendent of Stationery was directed to revise all the departmental forms of returns, and to prepare a scale for the regulation in future of indents to be submitted by each office, and all heads of departments were requested to render every assistance in carrying out the scheme of the committee. The Government of India was furnished with a copy of the report, and was asked to direct the Comptroller-General to lend the services of official auditors to audit the press accounts.

POSTAL.

The work done in Bengal during the year under review as compared with the previous year is as follows:—

		1871-72.	1870-71.
Paid letters	carried	10,473,639	9,748,064
Unpaid letters	"	7,620,193	7,099,019
Service letters	"	.....	204,129
Registered letters	"	639,901	591,709
Newspapers	"	1,418,578	1,350,503
Parcels	"	144,233	150,594
Total	...	20,296,544	19,144,018

Service letters carried during 1871-72 are included in paid letters.

The increase of business over last year was thus 6 per cent. The mails were carried daily—

	1871-72.	1870-71.
By rail	1,045 miles.	892 miles.
" mail cart	291 "	363 "
" runners' boats	9,343 "	8,727 "

The number of letters which were finally undelivered is shown in the postal returns to be—

In 1870-71	... 354,888, or	5 per cent. on the total unpaid letters.
" 1871-72	... 408,333, or	5·3 " " "

Arrangements were made during the year to establish a post office at Tura in the Garo Hills, and a postal line between that place and Singamaree in the Goalparah district.

The aggregate receipt of the zemindary dāk fund under Act VIII (B.C.) of 1862 in the several* districts exclusive of Assam, amounted during the year to Rs. 2,69,006-9-3¼, and the expenditure to Rs. 2,03,568-0-10.

Cuttack, Balasore, Midnapore, Sylhet, Pooree, Furrredpore and Mymensing, and Deoghur.

The zemindari dāk has been placed under the control of the imperial post officers in the districts noted in the margin.

* Not including Burdwan; the returns have not as yet been received.

GENERAL MISCELLANEOUS.

The Orissa Volunteer Rifle Corps virtually ceased to exist during the year. The members had left the country or taken their discharge with the exception of ten or twelve. The corps was accordingly formally broken up. The only local corps now remaining is the Behar Mounted Volunteer Rifles, which still maintains its vitality.

His Highness Prince Gholam Mahomed has added to his former donations for the relief of the poor of Calcutta and its vicinity another lakh of rupees, making in all Rs. 3,65,000, the interest of Rs. 73,000, out of which has been applied to the relief of distressed Europeans coming out of the Medical College Hospital. Orders have recently issued by which distressed patients of the General Hospital will share the benefits of His Highness' munificence.

A very well attended and successful meeting of Hindoo gentlemen was held at Sylhet in May 1871, with the praiseworthy object of abolishing the practice which now prevails in Hindoo society by which girls are practically sold when given in marriage, and to reduce the unnecessary and extravagant expenditure with which the religious ceremonies of the Hindoos are solemnized. Some of the gentlemen present addressed the meeting and pointed out in forcible language the evils which followed from these customs, and advocated the formation of a society for the purpose of inducing their countrymen to check these evils with their example and by their efforts and influence. The formation of a general and managing committee was agreed upon by the meeting, and it was proposed to frame rules for the working and maintenance of the new society during its first meeting, which was fixed to take place on the 1st June following, when it was hoped that the landed proprietors of the district, who were invited, would attend it and take part in the movement.

T. J. CHICHELE PLOWDEN,
Offg.-Under Secy. to the Govt. of Bengal.

STATISTICAL RETURNS.

I.
STATISTICS OF PHYSICAL, POLITICAL, AND FISCAL
GEOGRAPHY.

A.—PHYSICAL GEOGRAPHY.

1.—*Geographical area of the Territories under the Civil and Political Control
of the Lieutenant-Governor, Bengal.*

Principal Geographical Divisions.	Total Area in Square Miles.
BRITISH POSSESSIONS DIRECTLY ADMINISTERED—	
Bengal	90,737
Behar	42,417
Orissa	7,749
Chota Nagpore	28,350
Assam	29,314
Adjacent hills, viz. Naga Hills, Khasi and Jyntea Hills, and Garo Hills so far as under control	14,940
Total directly administered ...	213,507
TRIBUTARY ESTATES—	
Cooch Behar Tributary Estate	1,292
Orissa Tributary Estates	16,184
Chota Nagpore Tributary Estates	15,362
Hill Tipperah so far as surveyed	2,879
NATIVE STATES AND TERRITORIES—	
Sikkim	2,544
Total surveyed ...	251,768
Lushai and Kookee country,—survey still in- complete	Say 9,000
Unsubdued Garo country and Naga and other tribes south of Assam, of which boundary survey is now being made	,, 9,000
Bhutan—-independent and cannot be surveyed	,, 10,000
Country of Himalayan tribes south of Assam,— quite independent and cannot be surveyed	,, 20,000
GRAND TOTAL INDIAN TERRITORY BELONGING TO OR CONNECTED WITH BENGAL, ABOUT ...	300,000

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A.—PHYSICAL GEOGRAPHY.

3.—Climate.

Places at which observations were taken, and year for which taken.	RAINFALL IN INCHES.				AVERAGE TEMPERATURE IN THE SHADE.						PREVAILING WIND.		
	January to May.	June to September.	October to December.	Total.	May.		July.		Decem- ber.		January to May.	June to September.	October to December.
					Minimum.	Maximum.	Minimum.	Maximum.	Minimum.	Maximum.			
Year: 1871.													
Burdwan ...	10.07	61.88	5.48	67.13	...	...	...	...	...	...	...	...	...
Bancoorah ...	15.79	44.84	0.85	61.48	...	...	...	...	...	...	...	...	...
Sooree ...	8.85	50.64	1.93	61.41	...	...	...	...	...	...	...	...	...
Midnapore ...	20.29	48.12	3.61	72.02	...	...	...	...	...	...	...	...	...
Hooghly ...	15.77	56.42	4.00	76.79	...	...	...	...	...	...	...	...	...
Howrah ...	22.41	64.39	6.43	93.23	...	...	...	...	...	...	...	...	...
Saugor Island	19.35	60.39	21.31	101.05	77.1	83.0	78.7	86.8	60.1	78.9	SSW	SSW	N
Calcutta ...	22.96	63.32	7.93	93.31	77.2	91.2	79.4	86.8	61.8	77.7	NW to S	Southerly	NW
Alipore ...	20.08	69.41	7.08	97.47	...	...	...	...	...	...	...	...	...
Kishnaaghur ...	13.30	45.19	4.03	60.53	...	...	...	...	...	...	...	...	...
Jessore ...	18.09	67.90	6.11	83.00	76.6	91.7	78.4	88.3	53.3	79.3	N, NW, S & S.E.	S & S.E.	N & calm.
Berhampore ...	11.21	56.04	1.82	69.07	76.6	93.4	79.1	89.8	56.5	78.3	W, S W & S	NE	NEN calm.
Dinagopore ...	12.82	57.37	0.27	70.46	...	...	...	...	...	...	...	...	...
Maldah ...	7.21	50.96	4.52	62.69	...	...	...	...	...	...	...	...	...
Beaulah ...	0.66	64.21	0.64	71.51	...	...	...	...	...	...	...	...	...
Rungpore ...	11.60	82.10	0.45	94.15	...	...	...	...	...	...	...	...	...
Bogra ...	13.53	74.83	4.63	92.99	...	...	...	...	...	...	...	...	...
Pubna ...	17.04	56.86	7.72	82.62	...	...	...	...	...	...	...	...	...
Darjeeling ...	14.86	100.72	1.42	117.00	52.3	65.2	59.2	69.0	36.0	64.0	EW & NW	E	W
Julpigoree ...	12.91	77.69	1.36	91.96	...	...	...	...	...	...	...	...	...
Cooch Behar ...	...	...	6.02	...	...	...	...	...	...	...	...	...	...
Dacca ...	27.10	56.00	4.80	81.90	73.1	89.0	76.3	86.6	54.6	78.4	NW, S, SE	SSE	Northerly & calm.
Furreedpore ...	22.87	65.11	5.45	93.43	...	...	...	...	...	...	...	...	...
Burrisaul ...	17.21	69.71	9.32	96.24	...	...	...	...	...	...	...	...	...
Mymensing ...	22.06	80.68	8.35	111.09	...	...	...	...	...	...	...	...	...
Sylhet ...	42.27	83.35	18.46	144.08	...	...	...	...	...	...	...	...	...
Cachar ...	32.57	52.67	7.24	92.48	73.8	88.4	75.7	88.7	54.0	78.7	S Easterly	E, WNW & calm.	E & calm.
Chittagong ...	15.00	81.73	8.44	105.17	74.9	90.9	76.0	86.6	55.6	79.8	N, NW, S, S.E.	ESE	Northerly.
Noakhally ...	19.56	95.79	17.48	132.83	...	...	...	...	...	...	...	...	...
Commillah ...	20.09	64.41	7.05	98.15	...	...	...	...	...	...	...	...	...
Rangamatee Hill	23.54	68.31	8.33	100.18	...	...	...	...	...	...	...	...	...
Patna ...	6.19	52.63	0.64	59.46	71.6	99.0	76.4	89.8	46.8	73.0	WNW & N.E.	E.N.E. & E.S.E.	Calm.
Gya ...	4.64	45.29	0.80	48.73	76.2	...	78.1	88.9	52.8	76.5	N, NW & E	Easterly	Westerly & calm.
Arrah ...	4.67	55.87	0.95	61.49	...	...	...	...	...	...	...	...	...
Mozufforpore ...	5.93	72.36	0.73	79.02	...	...	...	...	...	...	...	...	...
Chuprah ...	3.80	67.02	0.85	71.67	...	...	...	...	...	...	...	...	...
Mottecharee ...	6.51	52.02	Nil.	58.53	...	...	...	...	...	...	...	...	...
Monghyr ...	3.24	54.30	0.48	58.02	73.5	94.0	77.9	87.8	53.9	74.8	WSW & E	E	Westerly & calm.
Bhaugulpore ...	5.46	34.16	Nil.	39.62	...	...	...	...	...	...	...	...	...
Purneah ...	7.23	72.85	0.20	80.33	...	...	...	...	...	...	...	...	...
Deoghur ...	11.48	45.68	0.45	55.51	...	...	...	...	...	...	...	...	...
Cuttack ...	10.96	38.36	1.07	50.39	78.1	99.2	77.6	90.7	61.7	87.0	Southerly	SSW	NNE & calm.
Pooree ...	11.82	43.10	1.40	56.32	...	...	...	...	...	...	...	...	...
Balasore ...	15.41	42.87	5.13	63.41	...	...	...	...	...	...	...	...	...
Sambalpor ...	3.23	38.53	Nil.	41.76	...	...	...	...	...	...	...	...	...
Hazareebaugh ...	4.22	50.22	1.69	56.13	71.7	93.4	72.8	85.5	52.1	73.2	NW	SE	W & NW
Ranchoe ...	5.80	55.24	0.40	61.53	...	...	...	...	...	...	...	...	...
Chyebassa ...	8.04	47.34	2.58	58.56	...	...	...	...	...	...	...	...	...
Purulia ...	7.96	52.77	0.28	61.91	...	...	...	...	...	...	...	...	...
Goalparah ...	33.05	54.14	1.77	88.96	70.3	86.3	75.1	87.1	54.5	74.4	E	E	E
Gowhaty ...	17.88	37.18	0.96	56.02	...	...	...	...	...	...	...	...	...
Tezore ...	25.84	51.78	5.87	83.49	...	...	...	...	...	...	...	...	...
Nowgong ...	21.08	94.77	10.96	126.81	...	...	...	...	...	...	...	...	...
Sebsaugur ...	23.82	82.61	9.64	121.07	...	...	...	...	...	...	...	...	...
Debrooghur ...	21.13	77.09	10.03	108.25	...	...	...	...	...	...	...	...	...
Samooogooding ...	12.86	36.91	6.99	56.75	...	...	...	...	...	...	...	...	...
Shillong ...	20.48	46.39	5.94	72.81	...	...	64.9	75.4	42.2	30.7	Westerly	S & calm.	SSW, NN W. calm.
Tura ...	24.45	77.85	5.82	108.12	...	...	...	...	...	...	...	...	...

T. J. CHICHELE FLOWDEN,
Offy. Under-Secy. to the Govt. of Bengal.

B.—POLITICAL RELATIONS.

- 1.—*Native and Tributary States.*
- 2.—*Native Chiefs and Principal Male Members
of their families.*

B.—POLITICAL

1.—Native and

1	2	3	4	5	6
NAME OF STATE.	In subsidiary alliance or feudatory.	Tribute in men or money.	Date of treaty and authority.	Population.	Supposed gross revenue.
TRIBUTARY ESTATES					
		Money. Rs. As. P.			About Rs. ||
Sirgajah ...	Feudatory ...	1,891 11 0 and general service.	15th June 1820, and 24th Feb. 1825, Aitchison, Vol. I, pp. 174 and 175.*	182,831	2,00,000
Udaipur ...	ditto ...	533 5 0 and general service.	Aitchison, Vol. I, p. 179.† Treated as a lapse, Aitchison, Vol. I, p. 169, 12th December 1860.	27,708	8,000
Jashpur ...	ditto ...	775 0 0 Pays to Sirgajah.	8th June 1819, Aitchison, Vol. I, p. 175.‡	66,926	20,000
Gangpur...	ditto ...	500 0 0 and general service.	17th Dec. 1803, Aitchison, Vol. III, p. 97.§	73,637	20,000
Bonai ...	ditto ...	200 0 0 and general service.	ditto §	24,832	6,000
Korea ...	ditto ...	400 0 0 and general service.	24th Dec. 1819, and 3rd Jan. 1848, Aitchison, Vol. I, p. 176.†	21,127	7,000
Chang-Bhukar ...	ditto ...	386 3 6	ditto, pp. 177 to 178†	8,919	3,000
Seraickolah ...	ditto ...	In men and general service.	Separate engagement believed to be taken, but no copy extant, Aitchison, Vol. I, p. 169.	53,373	30,000
Kharsawan ...	ditto ...	ditto ...	ditto ditto ...	23,220	15,000

There are no treaties, but the engagements are as marked below.

* Dates of kubboliat and pottah.

† Date of sunnud and agreement.

‡ Date of kubboliat.

§ See pages 168 and 169 of Aitchison, Vol. I.

|| In this and the following estates the greater part of the revenue is in the hands of various sub-holders.

RELATIONS.

Tributary States.

7	8	9
Military force.	Transit duties or not.	Principal articles of production, including manufacture or mines.

OF CHOTA NAGPORE.

The chief keeps up no regular military force; he ordinarily maintains only a police force, but when required by Government, he calls out men who hold land on condition of service, and on his subordinate zemindars or feudatories who do the same.	No transit duties, but all cattle entering Sirgajah with or without packs have to pay grazing dues.	The food products of this estate comprise rice of various sorts, pulses, and oil-seeds, Indian corn, wheat, millet, and the crops are generally abundant. Arrow-root grows wild, and is manufactured for home consumption and exportation. Ghee also is made in large quantities. Extensive coal-fields are found in Sirgajah. The coal is of good quality, but is not yet in a position to be utilized; lead has been found in small quantity, and iron ore is abundant.
ditto ditto ...	ditto ditto ...	The food products are the same here as in Sirgajah, and a considerable quantity of cotton is raised and exported. Gold is found in Udaipur, but in small quantities. The gold washer working with his family may earn from 1 to 4 annas per diem. Coal is also found, and a considerable quantity of stick lac is annually exported.
ditto ditto ...	ditto ditto ...	The food products and minerals the same as in Udaipur, except that coal has not yet been found. The iron ore is of superior quality. Timber resources are vast and untouched; sal, ebony, and sisu abound. Stick lac is amongst the exports.
ditto ditto ...	ditto ditto ...	The soil is rich, and the yield of sugarcane, mustard seed, tobacco, and all the cereals above mentioned, and other pulses, and cotton, is abundant. The timber resources are also great, and rough cut canoes are amongst the articles exported. There is a very extensive coal-field in Hemgir in the south part of Gangpur. Rock lime-stone is found in the north. Lac and tussur cocoons are exported. The soil is not so rich as in Gangpur, but the products are much the same.
The chief keeps up no regular military force; he maintains a few police, but when required by Government he calls out his relations and retainers and his subordinate zemindars or feudatories, who are bound to attend with armed followers.	No transit duties ...	
ditto ditto ...	ditto ditto ...	The products of Korea are the same as those of Sirgajah.
ditto ditto ...	ditto ditto ...	ditto ditto ditto.
ditto ditto ...	ditto ditto ...	Seraikelah is for the most part an open country, and its productions are not different from those of ordinary Bengal districts. The tussur silk is cultivated to some extent, but the common products, rice, oil-seeds, and pulses, are the chief exports; copper exists, but there are no mines worked at present. I am informed that persons are in treaty for the Dugni mines in this estate.
ditto ditto ...	ditto ditto ...	Produce as above, except in regard to copper. There is a good store of sal timber in this estate.

and the gross revenue cannot be given with any accuracy.

B.—POLITICAL

1.—Native and

NAME OF STATE.	In subsidiary alliance or feudatory.	Tribute in men or money.	Date of treaty and authority.	Population.
TRIBUTARY ESTATES				
		<i>Tribute in money.</i>		
		Rs. As. P.		
Killah Talchere ...	Feudatory ...	1,039 10 5 and service.	24th Nov. 1803. Aitchison, Vol. I, p. 190.* †	38,021
Ditto Dhenkanal ...	ditto ...	5,099 0 9 and service.	ditto* † ...	178,072
Ditto Ranpore ...	ditto ...	1,400 13 2 and service.	ditto* † ...	27,306
Ditto Mohurbhunj ...	ditto ...	1,067 11 9 and service.	1st June 1829. Aitchison, Vol. I, p. 184.*	258,658
Ditto Boad ...	ditto ...	800 0 0 and service.	3rd March 1804. Aitchison, Vol. I, p. 195.*	57,058
Ditto Autmullick ...	ditto ...	480 0 0 and service.	3rd March 1804. Aitchison, Vol. I, p. 195.*	14,536
Ditto Burumba ...	ditto ...	1,397 15 5 and service.	24th Nov. 1803. Aitchison, Vol. I, p. 190.* †	24,071
Ditto Nyagurh ...	ditto ...	5,525 4 1 and service.	ditto* † ...	83,249
Ditto Khundpara ...	ditto ...	4,211 8 8 and service.	ditto † ...	60,877
Ditto Duspulla Joremoo ...	ditto ...	661 7 11 and service.	No date. Aitchison, Vol. I, p. 192. † 14th April 1842. Aitchison, Vol. I, pp. 197 and 198.	34,805
Ditto Tigiriah ...	ditto ...	882 0 0 and service.	24th Nov. 1803. Aitchison, Vol. I, p. 190.* †	16,420
Ditto Nilgiri ...	ditto ...	3,900 7 8 and service.	ditto* † ...	33,944
Ditto Keonjhur ...	ditto ...	1,978 11 11 and service.	16th Dec. 1804. Aitchison, Vol. I, p. 186.*	181,871
Ditto Pal Lehera ...	ditto ...	266 10 8 and service.	14th April 1842. Aitchison, Vol. I, pp. 197 and 198.	15,450
Ditto Hindole ...	ditto ...	551 3 11 and service.	24th Nov. 1803. Aitchison, Vol. I, p. 190.* †	28,025
Ditto Atgurh ...	ditto ...	2,800 0 0 and service.	24th Nov. 1803. Aitchison, Vol. I, p. 190.* †	26,336
Ditto Nursingpore ...	ditto ...	1,455 8 3 and service.	24th Nov. 1803. Aitchison, Vol. I, pp. 189 and 191.	24,758

* See also Aitchison, Volume I, pp. 197 and 198.

† Kaoolnamah executed to Rajah, 22nd November 1803. Aitchison, Vol. I, pp. 191 and 192.

NOTE.—The population is given from recent detailed census, and is quite correct and reliable. The the best available sources. The military force, though it appears large in figures, is absolutely contemptible. deration of ready service. When called on they watch the Rajah's frontier and see that boundaries are not of police.

RELATIONS.—(Continued.)

Tributary States.

Supposed gross revenue.	Military force.	Transit duties or not.	Principal articles of production, including manufactures and mines.
OF ORISSA.			
Rs. As. P. 41,473 2 9	493	None	Timber, paddy, wheat, pulse, oil-seeds, sugarcane, cotton, tobacco, iron ore of good quality, iron, coal.
70,100 0 0	343	ditto	Stone quarries, gold in small quantities, timber, paddy, wheat, moong, grain, koolthi, teel-seed, castor-seed, rye-seed, sugarcane, cotton, flax, tobacco, tussur cloth, iron-stone, and iron.
6,961 13 3	954	ditto	Paddy, moong, grain, oil-seed, sugarcane, and cotton. No mineral.
2,05,156 8 0	512	ditto	Honey, resin, lac, tussur cloth, timber, paddy, wheat, moong, grain, oil-seeds, sugarcane, cotton, flax, tobacco, iron-stone, and iron.
7,600 0 0	599	ditto	Paddy, moong, oil-seeds, sugarcane, cotton, flax, tobacco, and sal timber. No mineral.
7,101 4 0	360	ditto	Timber, paddy, moong, grain, oil-seeds, cotton, sugarcane, tobacco, iron-stone, and iron.
26,062 14 2	709	ditto	Paddy, wheat, gram, moong, sugarcane, oil-seeds, cotton, and tobacco. No mineral.
54,188 15 5½	741	ditto	Paddy, wheat, moong, gram, urur, oil-seeds, sugarcane, flax, and tobacco. No mineral.
22,581 8 7	1,435	ditto	Paddy, moong, gram, koolthi, oil-seeds, sugarcane, brass-ware, cotton, flax, tobacco, and timber. No mineral.
13,494 4 9	897	ditto	Timber, paddy, wheat, moong, oil-seeds, sugarcane, cotton, and flax. No mineral.
3,000 0 0	495	ditto	Paddy, wheat, gram, moong, oil-seeds, sugarcane, cotton, and tobacco. No mineral.
21,792 2 5	177	ditto	Paddy, teel-seed, rye-seed, castor-seed, sugarcane, and flax, stone mines and quarries.
63,395 15 7	2,049	ditto	Timber, tussur cloth, iron wire, images of brass, metal cast, paddy, wheat, moong, sugarcane, gram, cotton, flax, oil-seeds, tobacco, mines of iron, stone quarries.
1,200 0 0	94	ditto	Paddy, gram, moong, oil-seeds, and cotton, iron in small quantities.
15,000 0 0	148	ditto	Paddy, wheat, moong, oil-seeds, sugarcane, cotton, tobacco. No mineral.
14,939 14 6	341	ditto	Paddy, moong, grain, koolthi, burgoory, urur, oil-seeds sugarcane, and tobacco. No mineral.
9,849 5 3	184	ditto	Paddy, wheat, moong, gram, oil-seeds, cotton, tobacco, and sal timber. No mineral.

precise revenues derived by Rajahs from their estates are not generally known; the estimates made are from The figures represent the number of paiks. These are men holding small plots of rent-free land on consi-
 encroached on by neighbours; they accompany the Rajah when on tour, and generally perform the duties

B.—POLITICAL

1.—Native and

NAME OF STATE.	In subsidiary alliance or feuda- tory.	Tribute in men or money.	Date of treaty, with authority.	Population.
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TRIBUTARY ESTATE

				<i>In money.</i>			
				Rs.	As. P.		
Cooch Behar	...	...	Feudatory	...	67,700 15 0	5th April 1773. Ait- chison, Vol. I, p. 151.	532,565

NATIVE STATES OF

Sikkim	...	...	...	Subsidiary alli- ance. We pay the Maharaja Rs. 9,000 annually, compensation for lands, &c.	None	...	10th March 1817. Aitchison, Vol. I, p. 157.*	Said to be 7,000, prob- ably more.
Bhutan	...	...	...	Independent ... We pay Rs. 50,000 per annum, com- pensation for ter- ritory annexed.	ditto	...	25th April 1774. Ait- chison, Vol. I, p. 143.	Hon'ble Ashley Eden estimated it at 20,000.

NATIVE STATE OF

Hill Tipperah	...	...	Feudatory	...	Formerly a nuz- zerana of 125 goldmohurs at the ceremony of installation; now, according to Government Resolution dated 30th March 1870, half a year's revenue of the state in the case of direct, and a whole year's revenue in the case of indirect, successions.		About 35,000
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* The treaty was ratified on the 7th instant.

RELATIONS.—(Continued.)

Tributary States.

Supposed gross revenue.	Military force.	Transit duties or not.	Principal articles of production, including manufactures and mines.
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OF COOCH BEHAR.

Rs. 9,20,662	80 sepoy ...	No transit duties.	Rice, tobacco, jute, mustard-seed, and bamboos. The manufactures are insignificant, and consist chiefly of mustard oil, gunny cloth, and brass vessels. There are no mines.
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SIKKIM AND BHUTAN.

Rs. 7,000 per annum, besides what we gave.	None ...	Transit duties so far are taken that goods have to pay toll on crossing rivers spanned by bridges.	Rice, Indian corn millett, oranges, and two or three sorts of Lepcha cloth. <i>Mineral production.</i> Lime and copper.
Not known ...	Estimated by Hon'ble A. Eden at about 6,000.	Same as above	Rice, Indian corn millett, and two sorts of cloth. Musk, ponies, chowries, and silk, are the chief articles of trade.—Eden's report, page 95.

HILL TIPPERAH.

Rs. 1,45,000	About 400 men. Of these, from 100 to 150 are pretty good soldiers, the rest below the average police.	None ...	Paddy, cotton, timber, bamboos, canes, fire-wood. No manufactures beyond those required for the commonest necessities of life. No mines.
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B.—POLITICAL

1.—Native and

NAME OF STATE.	In subsidiary alliance or feudatory.	Tribute in men or money.	Date of treaty or agree- ment, with authority.	Population.
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SMALL PROTECTED

Bhowal	Subsidiary ...	None ...	11th Dec. 1832. Aitchi- son, Vol. I, p. 115.	369
Cherra	ditto ...	ditto ...	10th Sept. 1829. Aitchi- son, Vol. I, p. 87.	8,060
Chella	ditto ...	ditto ...	3rd Sept. 1829. Aitchi- son, Vol. I, p. 107.	5,511
Dwara Notormen ...	ditto ...	ditto ...	6th Jan. 1833, no copy of treaty exists. Aitchi- son, Vol. I, p. 84.	378
Jeerang	ditto ...	ditto ...	8th June 1841. Aitchi- son, Vol. I, p. 118.	581
Khyrim	ditto ...	ditto ...	15th Jan. 1830. Aitchi- son, Vol. I, p. 100.	20,504
Longkhom Sonai Poonjee	ditto ...	ditto ...	26th Nov. 1832.* Aitchi- son, Vol. I, p. 117.	69
Lungree	ditto ...	ditto ...	...	1,867
Maharam, Upper... ..	} ditto ...	ditto ...	13th Feb. 1839. Aitchi- son, Vol. I, p. 111.	} 6,157
Ditto, Lower... ..		ditto ...	19th March 1861. Aitchi- son, Vol. I, p. 102.	
Mylleem	ditto ...	ditto ...	26th Nov. 1832.* Aitchi- son, Vol. I, p. 117.	12,266
Mowdon Poonjee... ..	ditto ...	ditto ...	17th Dec. 1831. Aitchi- son, Vol. I, p. 110.	253
Mowsanram	ditto ...	ditto ...	24th June 1829, no copy of treaty exists. Aitchi- son, Vol. I, p. 84.	947
Moyang	ditto ...	ditto ...	Appears to be the same as Mullai Poonjee, 21st Nov. 1832.* Aitchison, Vol. I, p. 114.	1,239
Molai Chamut	ditto ...	ditto ...	12th Oct. 1829. Aitchi- son, Vol. I, p. 103.	299
Murriow	ditto ...	ditto ...	No engagement. Aitchi- son, Vol. I, p. 84.	2,306
Nebosoppho	ditto ...	ditto ...	30th Nov. 1826. Aitchi- son, Vol. I, p. 96.	961
Nongkhlaw	ditto ...	ditto ...	No formal agreement. Aitchison, Vol. I, p. 82.	6,924
Nongspoong	ditto ...	ditto ...	ditto.	871
Nusteng	ditto ...	ditto ...	...	7,765
Ram Rai	ditto ...	ditto ...	27th Oct. 1829 and 21st Jany. 1835. Aitchison, Vol. I, pp. 104, 105, and 106.	1,737

* This is the date of the execution of a recognizance.

The information given in B 1 & 2, as to the Khasi Hills, is very incomplete. The Commissioner promises further report.

RELATIONS.—(Continued.)

Tributary States.

Supposed gross revenue.	Military force.	Transit duties or not.	PRINCIPAL ARTICLES OF PRODUCTION, INCLUDING MANUFACTURES AND MINES.		
			Produce.	Manufacture.	Mines.

DEMOCRACIES IN KHASI HILLS.

No information..	None ...	None ...	No information..	None ...	Lime.
ditto ...	ditto ...	ditto ...	ditto ...	No information ...	Lime, coal, and iron.
ditto ...	ditto ...	ditto ...	Oranges ...	ditto ...	Lime and coal.
ditto ...	ditto ...	ditto ...	No information..	ditto ...	Lime.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	No information.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	Lime, coal, and iron.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	No information.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	Lime and iron.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	Lime and coal.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	Iron.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	No information.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	ditto.
Rs. 500 ...	ditto ...	ditto ...	Cotton and rice..	ditto ...	Lime.
No information..	ditto ...	ditto ...	No information..	ditto ...	ditto. No information.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	Lime.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	No information.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	ditto.
ditto ...	ditto ...	ditto ...	ditto ...	ditto ...	Emery stone, lime, and coal.
Rs. 10,000 ...	ditto ...	ditto ...	Cotton and rice..	Small cotton cloths, earthenware, pot- tery, dhao, and kodalies.	
No information..	ditto ...	ditto ...	No information..	No information ...	No information.

B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family to which he belongs.	Present position.	Caste or race and religion.	Age.
CHOTA			
Maharajah Inderjit Sing Deo Bahadoor of Sirgajah, Raksel Kshetrya.	Tributary zemindar of Sirgajah.	Raksel Hindu. Kshetrya,	46 years ...
Rajah Bindeswari Prosad Sing Deo Bahadoor, c.s.L., of Udaipur, Raksel Kshetrya.	Proprietor of a large estate in Sirgajah, and tributary zemindar of Udaipur, which was given to him for loyal services.	ditto ditto ...	42 " ...
Rajah Protap Narayan Sing Deo Bahadur of Jahspur, Kharwar family.	.....	Descended from a Kharwar family, but is now acknowledged as of the Rajput or Kshetrya caste, Hindu.	42 " ...
Rajah Raghunath Sekhar of Gangpur, Sekhar family or tribe.	Tributary chief and zemindar of Gangpur.	Kshetrya Hindu ...	20 " ...
Rajah Chandra Deo of Bonai, Kadam-bans Kshetrya.	This chief is insane, and therefore the estate is in charge of his son, Tekait Dyanidhi Deo, Rai Bahadoor.	ditto ditto ...	65 " ... Tekait's age. 35 years ...
Rajah Pran Sing, minor of Korea, Chohan Rajput.	Minor... ..	Chohan Rajput, Hindu	14 " ...
Bhya Balabhadra Sing of Chang Bhokar, collateral branch of the Korea Chohan family.	.....	ditto ditto ...	45 " ...
Rajah Chakradhar Sing Deo Bahadoor of Seraikela in Singbhoom district, Rajput family.	.....	Rajput, Hindu...	63 " ...
Thakur Raghunath Sing of Kharswan, collateral branch of the Seraikela family.	.....	ditto	30 " ...

RELATIONS.—(Continued.)

Male Members of their families.

How educated.	How employed.	Has sannud authorizing adoption or not.	Family follows primogeniture or not.	Has male heirs or not.
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NAGPORE.

A lunatic	A lunatic	None	Family follows primogeniture.	Yes.
Is well acquainted with Hindi. Educated at home.	Besides managing his own raj of Udaipur, has charge of the Sirgajah estate as Manager for his step-brother, the lunatic Maharajah. Exercises civil, criminal, and fiscal powers in the Sirgajah and Udaipur estates, subject to revision by, and appeal to, the Commissioner of the province.	ditto	ditto	do.
Is acquainted with Hindi, Urdu, and Bengali. Educated at home.	Exercises civil, criminal, and fiscal powers in his own raj, subject to revision by, and appeal to, the Commissioner of the province.	ditto	ditto	do.
Was educated for some time at the Ranchi Government English school whilst a minor under wardship of Government, but made little progress. Can read and write Hindi and Ooriah, and very little English.	Exercises civil, criminal, and fiscal powers in his own raj, subject to revision by, and appeal to, the Commissioner of the province.	ditto	ditto	None yet of his body, but has male heirs in abundance.
The Tekait, who is regent, can read and write Hindi and Ooriah.	The Tekait, as regent, exercises the above powers.	... ..	ditto	The Tekait is the heir of the chief, and has male heirs of his own.
Is now under wardship of Government, and is being educated at the Ranchi Government school in English and Hindi.	.....	ditto	ditto	Not married, and is not known to have any relation who has a right to succeed.
Qualified in Hindi only ...	Exercises civil, criminal, and fiscal powers in his own jurisdiction, subject to revision by, and appeal to, the Commissioner of the province.	ditto	ditto	Has not been married yet, and has no male heirs of his body, but has heirs in abundance.
Is acquainted with Hindi, Ooriah, and Bengali. Educated at home.	Exercises civil, criminal, and fiscal powers in his own jurisdiction, subject to revision by, and appeal to, the Deputy Commissioner of the district, and special appeal to the Commissioner of the province.	ditto	ditto	Has male heirs.
Is acquainted with Hindi and Ooriah.	ditto ditto ...	ditto	ditto	ditto.

B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family to which he belongs.	Present position.	Caste or race and religion.	Age.
ORISSA.			
1.— <i>Killah Talchere.</i>			
Rajah Doyaneedhy Birbur Hurri- chundun Mohindro Bahadoor, Radha Rajpoot.	Rajah Bahadoor ...	Hindu ...	Nearly 70 years ...
Brojonath San Saonto	Younger brother to the Rajah.	ditto ...	" 68 " ...
Juddoonath Mansing	Youngest brother to the Rajah.	ditto ...	" 66 " ...
Ram Chunder Gumbhir Saonto ...	Eldest son of the Rajah.	ditto ...	" 15 " ...
2.— <i>Killah Dhenkanal.</i>			
Maharajah Bhagirutty Mohindro Bahadoor, Khettri.	Maharajah ...	ditto ...	" 48 " ...
3.— <i>Killah Runporo.</i>			
Rajah Bamoodhur Budgerdhur Norendra Mahapatter, Khettri.	Rajah ...	ditto ...	" 55 " ...
Bhromurbar Saonto	Brother to the Rajah	ditto ...	" 50 " ...
Kesub Saonto	Brother's son adopt- ed by the Rajah.	ditto ...	* ...
4.— <i>Killah Mohurbhunj.</i>			
Rajah Kristo Chunder Bhunjdeo, Khettri of the solar race.	Rajah ...	ditto ...	" 24 " ...
Brindaban Chunder Bhunj, Chotrai Baboo.	Younger brother to Rajah.	ditto ...	" 21 " ...
Gokool Chunder Bhunj, Raootra Baboo.	Youngest brother to the Rajah.	ditto ...	" 18 " ...
Tikait Baboo, minor	Eldest son of the Rajah.	ditto ...	1 year ...
5.— <i>Killah Boad.</i>			
Rajah Pitamber Deo, Khettri of the solar race.	Rajah ...	ditto ...	" 50 years ..
Guddadhur Rai	Younger brother to Rajah.	ditto ...	" 45 " ...
... ..	Eldest son of the Rajah.	ditto ...	" 13 " ...
... ..	Younger son ...	ditto ...	" 10 " ...
... ..	Youngest do. ...	ditto ...	" 7 " ...
6.— <i>Joremoa Duspulla.</i>			
Rajah Nursing Deo Bhunj, Khettri of the solar race.	Rajah ...	ditto ...	" 45 " ...
Nilkunto Deo Bhunj	Younger brother to the Rajah.	ditto ...	" 40 " ...
Choitun Deo Bhunj, heir apparent ...	Eldest son to the Rajah.	ditto ...	" 18 " ...

* Not known.

RELATIONS.—(Continued.)

Male Members of their families.

How educated.	How employed.	Has sunnud authorizing adoption or not.	Family fol- lows primoge- niture or not.	Has male heirs or not.	REMARKS.		
Learnt Nagri and Ooriah by private education.	In the administration of the affairs of his killah.	Yes	...	Yes	...	Yes.	The Maharajah himself was an adopted son, and it is believed that there are no collateral heirs capable of suc- ceeding.
ditto ditto ...	Assists the Rajah.						
ditto ditto ...	ditto ditto,						
Learnt Ooriah at home.	Under education.						
Learnt Ooriah, Nag- ri, and Sanskrit by private education.	Administration of state affairs.	do.	...	do.	...	No ...	
Learnt Ooriah only	ditto ditto ...	do.	...	do.	...	Has adopted a son.	
ditto ditto ...	Subordinate to the Rajah.						
ditto ditto ...	Under education.						
In Ooriah and Nagri.	In the administration of state affairs.	do.	...	do.	..	Yes.	
In Ooriah ...	Under the Rajah.						
ditto ...	ditto ditto ...						
ditto ...	In the administration of state affairs.	do.	...	do.	...	do.	
ditto ...	Under the Rajah.						
ditto ...	Under education.						
ditto ...	ditto ditto,						
ditto ...	ditto ditto,						
ditto ...	Administration of state affairs.	do.	...	do.	...	do.	
ditto ...	Under the Rajah.						
ditto ...	Under education.						

B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family to which he belongs.	Present position.	Caste or race and religion.	Age.
ORISSA.—			
7.— <i>Killah Autmullick.</i>			
Jogindra Saonto, Kudumba Bungsa.	Zemindar ...	Hindu ...	Nearly 50 years ...
Brojosoonder Deo, Putait Baboo.	Younger brother to the zemindar.	ditto ...	" 40 " ...
Mohindro Deo, Lall Sabeab ...	Eldest son to the zemindar.	ditto ...	" 22 " ...
8.— <i>Killah Burumba.</i>			
Rajah Dasruthy Birbur Mungraj Mahapatter, Khettri.	Rajah ...	ditto ...	" 20 " ...
9.— <i>Killah Nyagurh.</i>			
Rajah Ludookissore Sing, Mandhata Bughel.	ditto ...	ditto ...	" 30 " ..
Budyo Nath Singh Jugdeb, San Saonto	Younger brother to the Rajah.	ditto ...	" 28 " ...
10.— <i>Killah Khundparq.</i>			
Rajah Notobur Singh Murdraj Bhrombur, Rai Bughel.	Rajah ...	ditto ...	" 35 " ...
11.— <i>Killah Tigiriah.</i>			
Rajah Hurrihur Khettriya Beerbur Chumputy Singh Mahapatter, Khettri.	ditto ...	ditto ...	" 45 " ...
Nilkuntho Jugdeb, San Saonto ...	Younger brother to the Rajah.	ditto ...	" 40 " ...
Bunumally Rai, Gumbhir Saonto ...	Eldest son to the Rajah.	ditto ...	" 14 " ...
12.— <i>Killah Nilgiri.</i>			
Rajah Kishen Chunder Murdraj Hurrichundun, Khettri.	Rajah ...	ditto ...	" 50 " ...
Hurrihur Bhromurbur, Baboo Saheb..	Younger brother to the Rajah.	ditto ...	" 45 " ...
13.— <i>Killah Keonjhur.</i>			
Rajah Dhunoorjoy Narain Bhunj Deo Kachooa, Rajpoot of solar race.	Rajah ...	ditto ...	" 23 " ...
14.— <i>Killah Pal Lehra.</i>			
Rajah Moonipal Bahadoor, Khettri...	ditto ...	ditto ...	" 40 " ...
15.— <i>Killah Hindole.</i>			
Rajah Issur Singh Murdraj Jugdeb, Khettri.	ditto ...	ditto ...	" 60 " ...
Fukeer Gumbhir Saonto ...	Eldest son to the Rajah.	ditto ...	" 18 " ...
Baboo Junardun Singh ...	Youngest son to Rajah.	ditto ...	" 12 " ...

RELATIONS.—(*Continued.*)

Male Members of their families.

How educated.	How employed.	Has sundry authorizing adoption or not.	Family follows primogeniture or not.	Has male heirs or not.	REMARKS.
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(Continued.)

Learnt home.	Ooriah at	In the zemindary business.	Yes	...	Yes	...	Yes	...	The title of Rajah was never formally conferred, though the chief occupies precisely similar position to that of other tributary Rajahs.
ditto	ditto	...							
ditto	ditto	Subordinate to the above.							
ditto	ditto	Under education							
ditto	ditto	...							
ditto	ditto	In the administration of state affairs.	do.	...	do.	...	None.		
Learnt English and Ooriah in the Cuttack Government School.	ditto	ditto	do.	...	do.	...	do.		
ditto	ditto	...							
ditto	ditto	Subordinate to the Rajah.	.....		.....		.....		The brother is appointed Manager.
Learnt home.	Ooriah at	In the administration of state affairs.	do.	...	Yes	...	None.		
ditto	ditto	...							
ditto	ditto	ditto	do.	...	do.	...	Yes.		
ditto	ditto	...							
ditto	ditto	Subordinate to the Rajah.							
ditto	ditto	Under education.							
In Persian and Ooriah at home.		In the administration of state affairs.	do.	...	do.	...	None.		
In Ooriah only	...	Subordinate to the Rajah.							
In Ooriah	...	In the administration of state affairs.	do.	...	do.	...	do.		
ditto	...	ditto	do.	...	do.	...	do.		
ditto	...	ditto	do.	...	do.	...	Yes.		This is nominally a dependency of Keonjhar, but the dependency is virtually independent, and pays revenue direct to Government, which is treated as a set-off and credited to Keonjhar tribute.
ditto	...	Under education.							
ditto	...	ditto							

B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family to which he belongs.	Present position.	Caste or race and religion.	Age.
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ORISSA.—

16.— <i>Killah Autgur.</i>			
Rajah Srikurun Bhagyarutty Bewarta Putnaik, Khettri.	Rajah ...	Hindu ...	Nearly 27 years ...
Rughoo Nath, San Saonto	Second brother to the Rajah	ditto ...	" 21 " ...
Biswanath Saonto	Third brother to the Rajah.	ditto ...	" 19 " ...
Somenath Saonto	Fourth brother to the Rajah.	ditto ..	" 17 " ...
17.— <i>Killah Nursingpore.</i>			
Rajah Brojosoonder Mansing Hurri Chundun Mahapater Kachooa, Rajput.	Rajah ...	ditto ...	" 27 " ...

COOCH

Nripendro Narain Bhoop Bahadoor, 19th Rajah of Cooch Behar, born 4th October 1862, is son of the late Maharajah Norendro Narain by Nishameye Aye, who was married by the Gandharva form.	Minor	Caste.—Rajbungshee alias Cooch. Religion—Hindu.	9 years
Maharajah Norendro Narain also left a daughter (by Maharanee Nistarinee), Anundomoye, born 1860, married 1868 to the late zemindar of Panga. He also left a son (by Maharanee Nistarinee's sister), Jotindro Narain, said to be illegitimate, born 1861.			
The Rajah's nearest male relatives are said to be his father's half-brothers, Birendro Narain, formerly Civil Judge, and Kalendro Narain, formerly Sessions Judge, of Cooch Behar.			
The Rajahs of Cooch Behar claim a mythical origin from the god <i>Shiva</i> , but they are in reality Coochee or Kochee, an aboriginal tribe. The family is remarkable for failure of issue in the regular line, the first six Rajahs only being the sons of Rancees. The next eleven were the off-spring of the inferior marriages, and the 18th, the late Rajah, was an adopted son.			

RELATIONS.—(Continued.)

Male Members of their families.

How educated.	How employed.	Has sunnud authorizing adoption or not.	Family follows primogeniture or not.	Has male heirs or not.	REMARKS.
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(Continued.)

In Ooriah ...	In the administration of state affairs.	Yes ...	Yes ...	None.	
ditto ...	Subordinate to the Rajah.				
ditto ...	Under education.				
ditto ...	ditto ditto.				
ditto ...	In the administration of state affairs.	do. ...	do. ...	do.	

BEHAR.

At the Patna College	Being educated ...	Has sunnud authorizing adoption granted by Lord Can- ning.	Follows primo- geniture.	Has no male heir.	
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B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family to which he belongs.	Present position.	Caste or race and religion.	Age.
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SIKKIM AND

Seechyong Koojoh, Maharajah of Sikkim Kumpoh.	Subsidiary allowance	Caste—Bhoota ... Race—Thibetan. Religion—Bhuddhist for the most part.	54 years ...
The Dhurm Rajah ... The Deb Rajah ...	} Independent Rulers of Bhutan.	} Bhuddhist ...	{ 15 45 " ...

HILL

Bir Chandra Manikya Bahadoor, Deb Burmou (State), Hill Tipperah. The family is supposed to be descended from the lunar race of Rajahs.	Rajah ...	Caste—Kshettriya ... Race—Tipperah. Religion—Hindu.	34 years ...
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RELATIONS.—(Continued.)

Male Members of their families.

How educated.	How employed.	Has sunnud authorizing adoption or not.	Family follows primogeniture or not.	Has male heirs or not.	REMARKS.
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BHUTAN.

Under the auspices of a Llama of Peniongshi.	Rajah of Sikkim ...	Is nearly inde- pendent.	Son. follows father if the son is of age, otherwise the brother suc- ceeds the King. The present Rajah has no sons.	Yes, his brother.	Our. relations commenced with Sikkim in 1814-15.
} In Bhutan ...	Rulers of Bhutan ...	Independent...	Succession is not regulated by rules of inheritance.	Not known.	The present Deb Rajah is known to us as Tong- sho Penlow. He is, the <i>de facto</i> ruler of the country. The Dhurm Rajah is a spiri- tual ruler and a mere puppet as regards the sovereignty of the country. The strongest hand usually rules in Bhutan.

TIPPERAH.

Generally well-in- formed; knows some English.	On the guddee	No ...	Yes, under cer- tain condi- tions; that is, the raj is in all cases impartible, but the reigning Rajah has the power of ap- pointing any qualified mem- ber of the roy- al family whom he chooses to succeed him. Two such persons can be appointed, the one to succeed the other.	Yes. Five legiti- mate sons, and others.	With one excep- tion, only legiti- mate members of the family mentioned: the Rajah has five illegitimate bro- thers living, viz. Chakra- dhaj Thakur, Madhab Chan- dra Deb, Jadub Chandra Deb, Sares Krishna Deb, Shibjoy Chandra Deb. The first older, the rest younger than the Rajah.
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B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family* to which he belongs.	Present position.	Caste or race and religion.	Age.
HILL TIPPERAH.—			
Radha Krishna Deb Burmon, Rajah's son.	Jubaráj ...	Hindu ...	14-15 years ...
Debandra Chandra Deb Burmon, Rajah's son.	Rajkumar ...	ditto ...	12-13 „ ...
Shamananda Chandra Deb Burmon, Rajah's son.	ditto ...	ditto ...	10-11 „ ...
Nripandra Chandra Deb Burmon, Rajah's son.	ditto ...	ditto ...	9-10 „ ...
Tripurandra Chandra Deb Burmon, Rajah's son.	ditto ...	ditto ...	5 „ ...
Nil Krishna Deb Burmon, Half-brother of Rajah.	None ...	ditto ...	35 „ ...
No. 2.—ELECTED CHIEFS OF THE SMALL			
<i>State of Bhowal.</i> U Larshai	Seim (<i>alias</i> chief) ...	Khasi caste ...	No information ...
<i>Cherra.</i> Ram Sing Seim	ditto ditto ...	ditto ...	ditto ...
<i>Chella.</i> U Bot, U Ksau, U Bonnai, and Donkha.	Wadadars or chiefs.	ditto ...	ditto ...
<i>Dwara Notormen.</i> Jantrai Sirdar	Sirdar ...	ditto ...	ditto ...

* No information at present as to family.

RELATIONS.—(Continued.)

Male Members of their families.

How educated.	How employed.	Has sunnud authorizing adoption or not.	Family follows primogeniture or not.	Has male heir or not.	REMARKS.
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(Continued.)

Is learning English : not very forward.	Is being educated ...				Is the Rajah's oldest son, and has been appointed successor. His mother is the second Ranee.
ditto ...	ditto ...	.....	.....	.....	By second Ranee.
ditto ...	ditto ...	.....	.....	.....	By first Ranee.
ditto ...	ditto ..	.....	.....	.....	By second Ranee.
Not yet commenced.	.....	.....	.....	.....	By first Ranee.
Fairly knows Bengalee and Tipperah languages.	No employment ...	.....	.....	No	Is not married, but has illegitimate issue. Lives in Commillah, and has altogether separated from the Rajah.

DEMOCRACIES OF THE KHASI HILLS.

No information ...	Chief ...	It is not customary with Khasiahs.	Does not ...	.....	The chieftainships in the Khasi states are elective, and the succession is through the females, the mother's sister's son or the sister's son being the successor.
ditto ...	ditto ...	ditto ...	ditto ...	.....	The Wadadarships of the Chella Confederacy are elective appointments.
ditto ...	Wadadars ...	ditto ..	ditto ...	.....	Wadadars are appointed for terms only, and not for life. The four wadadars jointly administer the affairs of the confederacy.
ditto ...	Sirdar ...	ditto ...	ditto ...	.....	Elective, as in the case of Seims. Seim is in fact the proper title, though sirdar came to be used in a few cases.

B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family* to which he belongs.	Present position.	Caste or race and religion.	Age.
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No. 2.—ELECTED CHIEFS OF THE SMALL

<i>Jeerang.</i>			
U Moit Khasi	Sirdar	Khasi caste	No information ...
<i>Khyrim.</i>			
U Kolor Sing	Seim	ditto	ditto ...
<i>Longkhoom and Senai.</i>			
Besai Sirdar	Sirdar	ditto	ditto ...
<i>Lungree.</i>			
U Mit Sing Seim	Seim	ditto	ditto ...
<i>Maharam, Upper.</i>			
U Ador Sing Seim	ditto	ditto	ditto ...
<i>Maharam, Lower.</i>			
U Shai Sing Seim	ditto	ditto	ditto ...
<i>Mylleem.</i>			
Hain Manick Seim	ditto	ditto	ditto ...
<i>Mowdon Poonjee.</i>			
Soonder Sing	Sirdar	ditto	ditto ...
<i>Mowsanram.</i>			
U Adon Sing Seim	ditto	ditto	ditto ...
<i>Mogjong.</i>			
Jeet Sing Seim	ditto	ditto	30 years ...
<i>Molai Channot.</i>			
U Job Sing Seim	ditto	ditto	ditto ...
<i>Murriaw.</i>			
U Ron Sing Seim	ditto	ditto	ditto ...
<i>Nongkhlaw.</i>			
U Chan Rai Sing	ditto	ditto	ditto ...
<i>Nongspoong.</i>			
U Step Sing Seim	ditto	ditto	No information ...
<i>Nusteng.</i>			
U Dom Sing Rajah Bahadoor	ditto	ditto	35 years ...
<i>Ram Rai.</i>			
Amor Sing Seim	ditto	ditto	No information ...

* No information at present as to family.

RELATIONS.—(Continued.)

Male Members of their families.

How educated.	How employed.	Has sunnud authorizing adoption or not.	Family follows primogeniture or not.	Has male heir or not.	REMARKS.
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DEMOCRACIES OF THE KHASI HILLS.—(Continued.)

No information	...	Sirdar	...	It is not cus- tomary with Khasiahs.	Does not	...	
ditto	...	Seim	...	ditto	...	ditto	.....
ditto	...	Sirdar	...	ditto	...	ditto	.....
ditto	...	Seim	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....
ditto	...	Sirdar	...	ditto	...	ditto	.....
ditto	...	Seim	...	ditto	...	ditto	.....
Uneducated	...	ditto	...	ditto	...	ditto	.....
No information	...	ditto	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....
Uneducated	...	ditto	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....
ditto	...	ditto	...	ditto	...	ditto	.....

B.—POLITICAL

2.—Native Chiefs and Principal

Name of individual and State, and family to which he belongs.	Present position.	Caste or race and religion.	Age.	How educated.
CHITTAGONG				
1. Momphroo, head of the Phroo family.	Bhomong, chief of the Mughs and others residing in the south of the district.	Religion—Buddhist. Race—Mugh (Burmese).	About 68	Is acquainted with Hindustani colloquially. Can read and write in Burmese and Bengali.
1. Harrish Chundra Chowdry, head of the Chuckma Tribes.	Head of the Chuckma clan.	Religion—Buddhist. Race—Chuckma.	29	Was brought up in the Chundergonah Government Boarding-School and in the Chittagong Government School. Can read and write Bengalee. Speaks Hindustani.
1. Narabadi, head of the Palaingtza Tribe (Burmon).	Mon- Rajah, chief of the Mughs and others in the north of the district.	Religion—Buddhist. Race—Mugh (Burmese).	24	Is well educated in Burmese and Bengali. Speaks Hindustani.

N. B.—There are no Native States in the hill tracts, hence statement No. 1 (Native States) is not furnished.

RELATIONS.—(*Concluded.*)*Male Members of their families.*

How employed.	Has sunnud authorizing adoption or not.	Family follows primogeniture or not.	Has male heirs or not.	REMARKS.
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HILL TRACTS.

Chief of the tribes inhabiting Southern Hill Tracts.	Has no such sunnud.	Primogeniture is observed, and customs of inheritance as prescribed in the law of Menu.	Has two sons— 1. Ogaphroo. 2. Charaphroo.	
Chief of the Chukka Tribe.	ditto ditto...	ditto ditto ...	Has one son, Kishore Ban.	Is heir to the headship of the tribe as grandson to the late Rajah Dhurm Bux.
Chief of the tribes residing in Northern Hill Tracts.	ditto ditto...	ditto ditto ...	Has one brother— 1. Keojofroo.	Succeeded to the chiefship on the death of his father Keojosyno, late Mong Rajah.

T. J. CHICHELE FLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

C.—CIVIL DIVISIONS OF

1	2	3	4	5	6		
PROVINCE.	COMMISSIONER-SHIPS.	Names of Executive Districts.	How many executive sub-divisions.	Area in square miles.	Population.	CHIEF TOWNS WITH POPULATION.*	
						Head-quarters town.	Population.
BENGAL	Burdwan	Burdwan	6	3,588	2,634,745	Burdwan ...	32,521
		Bancoorah	1	1,346	526,772	Bancoorah ...	16,884
		Beerbhoom	1	1,344	695,921	Soory ...	9,001
		Midnapore	4	5,682	2,540,063	Midnapore ...	31,491
		Hooghly with Howrah	3	1,470	1,488,556	Hooghly ...	34,761
	Presidency	Calcutta	1	8	447,601	Calcutta and the Suburbs ...	706,511
		24 Pergunnahs	8	6,259	2,210,647	Krishnagar ...	26,750
		Nudda	6	3,421	1,812,795	Jessore ...	8,153
		Jessore	6	5,583	2,075,021		
	Rajshahye	Moorshedabad	4	2,705	1,353,626	Borhampore ...	27,110
		Dinapore	1	4,126	1,501,924	Dinapore ...	13,042
		Maldah	1	1,813	676,426	English Bazar ...	12,850
		Rajshahye	2	2,234	1,310,729	Rampore Beaula ...	22,291
		Rungpore	8	3,599	2,149,973	Rungpore ...	6,279
		Boorra	1	1,501	689,467	Bograh ...	5,872
		Pubnat	2	1,906	1,211,594	Pubna ...	16,730
	Cooch Behar	Darjeeling	2	1,234	94,712	Darjeeling ...	3,157
		Julpigoree	2	2,906	418,565	Julpigoree ...	.....
		Cooch Behar	1	1,292	532,565	.....	.....
	Dacca	Dacca	3	2,397	1,852,963	Dacca ...	69,212
		Furreedpore†	2	1,524	1,012,589	Furreedpore ...	8,293
		Baekorgunse	6	5,264	2,377,453	Burrisal ...	7,684
		Mymensing‡	4	6,293	2,248,917	Mymensing ...	10,068
		Sylhet	1	5,415	1,719,539	Sylhet ...	16,846
		Cachar	2	5,080	265,927	Silchar ...	.....
	Chittagong	Chittagong	2	2,747	1,127,402	Chittagong ...	20,604
		Noakhally	1	1,537	713,934	Sudharam ...	4,752
		Chittagong Hill Tracts	2	6,882	69,607	.....	.....
		Tipperah	2	2,655	1,833,931	Comillah ...	12,948
		Hill Tipperah	1	3,879	35,263	.....	.....
	Total, Bengal		81	94,820	36,769,735	.....	1,123,017

* Towns with a population of less than 5,000 cannot ordinarily be given.

† This does not include 153 square miles of river area.

‡ This does not include 153 square miles of river area.

§ This does not include 93 square miles of river area.

1871-72.]

STATISTICAL RETURNS.

XXXI

BRITISH TERRITORY.

7	8	9	10	11	12	13	14		15
Number of villages.	How many Civil Judges.	How many Magistrates.	Maximum distance in miles of villages from nearest Court.	Average of ditto.	Number of police.*	Total cost of officials and police of all kinds.	REVENUE.		REMARKS.
							Land.	Gross.	
5,191	15	12			782		32,68,021	36,69,723	
2,028	8	6			388		4,08,160	5,45,791	
2,471	8	6			320		7,27,681	9,08,288	
12,963	8	9			944		22,19,953	26,12,852	
3,190	15	16			1,723		12,56,380	17,66,972	
.....	7	2			3,316		16,77,048	24,41,688	
4,931	15	18			1,504		26,544	30,96,079	
5,621	10	10			873		10,19,701	12,95,537	
4,247	12	11			708		10,46,135	14,31,581	
3,753	7	9			995		13,51,548	17,08,471	
7,108	10	4			450		16,70,489	18,80,698	
2,100	1	4			312		3,95,055	5,61,460	
4,323	6	8			472		6,90,487	8,74,303	
4,206	8	6			439		9,74,647	13,07,793	
2,666	1	4			342		4,43,907	5,64,129	
2,792	3	6			385		6,08,923	8,10,924	
.....	3	7			224		71,903	1,05,111	
.....	4	4			269		2,77,928	3,47,875	
.....	1	2			.....		.....	530	
5,016	13	15			698		4,78,341	9,29,573	
2,307	6	7			334		2,72,831	4,40,596	
4,269	9	11			654		15,00,907	18,76,589	
7,601	14	9			582		8,50,654	13,98,528	
5,539	8	9			688		4,75,496	7,90,544	
389	4	5			594		1,64,790	2,92,691	
1,062	17	9			510		7,55,275	11,85,069	
2,034	1	4			302		5,52,310	6,90,364	
.....	.....	4			657		.....	.....	
6,159	13	7			428		10,04,433	12,93,463	
.....	.....	1			.....		.....	.....	
100,071	219	225			19,788		2,41,84,516	3,48,27,242	

* The Railway police are not included in these figures.

C.—CIVIL DIVISIONS OF BRITISH

1	2	3	4	5	6		
PROVINCE.	COMMISSIONER-SHIPS.	Names of Executive Districts.	How many executive sub-divisions.	Area in square miles.	Population.	CHIEF TOWNS WITH POPULATION.*	
						Head-quarters town.	Population.
BEHAR	Patna ...	Patna ...	4	2,101	1,559,638	Patna ...	158,900
		Gya ...	4	4,718	1,949,750	Gya ...	66,843
		Shahabad ...	4	4,385	1,723,974	Arrah ...	39,336
		Tirhoot ...	3	6,343	4,384,706	Muzafferpore ...	33,223
		Sarun ...	2	2,654	2,065,860	Chuprah ...	46,237
		Chumparun ...	2	5,531	1,440,815	Motihari ...	8,266
	Bhaugulpore ...	Monhyr ...	3	3,913	1,812,986	Monhyr ...	59,698
		Bhaugulpore ...	4	4,327	1,826,390	Bhaugulpore ...	69,673
		Purneah ...	3	4,957	1,714,795	Purneah ...	16,057
		Sonthal Pergunnahs	4	5,488	1,259,287	.....	.....
Total, Behar ...		37	42,417	19,736,101	.....	503,333	
ORISSA	Orissa ...	Cuttack ...	4	3,178	1,494,784	Cuttack ...	50,878
		Pooree ...	2	2,595	769,674	Pooree ...	22,695
		Balasore ...	2	2,066	770,232	Balasore ...	18,263
		Orissa Tributary Mehals ...	1	16,184	1,283,309	.....	.....
		Total, Orissa ...	9	23,933	4,317,999	.....	91,836
CHOTA NAG- PORE.	Chota Nagpore ...	Hazareebaugh ...	3	7,021	771,875	Hazareebaugh ...	11,050
		Lohardugga ...	2	11,905	1,237,123	Ranchee ...	12,086
		Singbhoom ...	1	4,503	415,023	Chyebassa ...	.....
		Maunbhoom ...	2	4,921	995,570	Purulia ...	5,696
		Chota Nagpore Tri- butary Mehals ...	...	15,362	405,930	.....	.....
Total, Chota Nagpore		8	43,712	3,825,571	.....	28,832	
ASSAM AND ADJACENT HILLS.	Cooch Behar ...	Goalparah ...	2	4,433	444,761	Goalpara ...	.....
		Kamroop ...	2	3,631	561,681	Gowhatta ...	11,492
	Assam ...	Durrung ...	2	3,112	236,009	Tezporo ...	3,032
		Nowgong ...	1	3,421	256,390	Nowgong ...	2,859
		Sebsaugur ...	3	2,811	296,539	Sebsaugur ...	5,278
		Luckimpore ...	2	11,906	121,237	Debrooghur ...	.....
		Naga Hills ...	1	4,900	68,918	.....	.....
		Khasi and Jynteah Hills ...	2	6,650	141,838	.....	.....
	Cooch Behar ...	Garohills ...	1	3,390	80,000	.....	.....
		Total, Assam ...	16	44,254	2,207,453	.....	22,661
Grand Total ...		151	248,836	66,856,859	.....	1,769,684	

* Towns with a population of less than 5,000 cannot ordinary be given.

TERRITORY.—(Continued.)

7	8	9	10	11	12	13	14		15
Number of villages.	How many Civil Judges.	How many Magistrates.	Maximum distance in miles of villages from nearest court.	Average of ditto	Number of police.*	Total cost of officials and police of all kinds.	REVENUE.		REMARKS.
							Land.	Gross.	
3,412	5	7			1,488		14,53,890	20,04,623	
6,536	5	7			322		13,84,888	18,57,830	
5,110	5	7			772		17,30,990	21,36,126	
7,337	5	15			949		17,70,566	23,73,253	
4,550	5	7			884		12,20,042	16,09,253	
2,299	1	7			309		5,15,206	6,91,529	
2,457	4	8			511		9,85,447	13,54,011	
2,739	5	8			505		4,66,421	8,76,301	
4,179	6	9			636		12,30,354	15,91,524	
9,872	...	...			310		2,04,304	3,75,543	
48,285	54	88			7,166		1,09,64,565	1,49,09,993	
5,500	4	11			692		8,48,123	10,70,234	
3,175	1	6			512		4,86,220	5,70,851	
3,266	1	7			579		4,04,557	5,40,444	
10,178	...	3			211		.....	.....	
22,119	6	27			1,994		17,38,900	21,87,529	
6,703	8	11			586		1,10,637	2,50,086	
6,486	6	6			566		94,505	2,06,060	
3,208	2	2			185		57,117	81,978	
6,368	8	9			380		92,334	2,17,431	
3,001	...	...			.....		.....	.....	
25,766	24	28			1,717		3,54,503	8,15,505	
.....	3	7			321		1,31,837	2,45,796	
1,649	6	7			322		8,33,020	11,53,466	
137	6	5			255		3,81,693	4,96,235	
1,293	4	6			160		3,70,659	6,40,240	
203	6	6			239		4,69,460	9,14,098	
125	4	10			353		1,58,889	4,86,538	
.....	2	2			164		6,113	6,495	
.....	2	3			134		1,04,095	1,07,801	
.....	...	1			163		.....	.....	
3,407	33	47			2,131		24,90,716	41,52,727	
199,648	336	415			32,796		3,97,53,290	5,68,97,001	

* The Railway police are not included in these figures.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

D.—

DISTRICT.	Inhabited houses.	POPULATION.						CLASSIFI			
		Men.	Women.	Children under 12 years.		Total.	Number per square mile.	Christians.			
				Male.	Female.			European.	East Indian and other mixed classes.	Native.	
BENGAL.											
WESTERN DISTRICTS.											
Burdwan Division.											
1. Burdwan	435,416	661,104	774,895	334,714	264,032	2,054,745	578	328	207	357	
2. Bancoorah	104,687	166,124	185,722	95,568	81,360	526,772	391	29	5	37	
3. Beerbhoom	159,940	218,730	258,815	115,820	102,556	695,921	618	86	5	158	
4. Midnapore	446,045	799,461	919,157	457,753	364,612	2,540,693	509	122	95	396	
5. Hooghly with Howrah ...	322,703	478,159	576,715	244,697	189,985	1,488,550	1,045	798	601	1,184	
Total	1,468,791	2,333,578	2,712,304	1,248,530	1,002,545	7,286,937	578	...	...	...	
CENTRAL DISTRICTS.											
Presidency Division.											
6. 24-Pargunnahs	393,737	777,699	748,582	378,480	306,706	2,210,047	703	...	...	...	
Calcutta	38,364	262,077	118,974	37,780	28,770	447,601	55,950	...	...	...	
7. Nuddea	352,017	546,109	670,213	331,016	265,467	1,812,795	530	152	61	5,764	
8. Jessore	313,660	675,307	731,348	375,519	292,547	2,076,021	567	112	29	1,001	
Total	1,098,278	2,261,172	2,269,117	1,122,695	892,480	6,545,464	663	9,861	12,310	19,571	
Rajshahye Division.											
9. Moorshedabad	303,561	468,615	510,149	236,720	198,142	1,353,626	525	194	117	228	
10. Dinagepore	264,526	482,736	492,367	293,695	233,120	1,501,924	364	21	...	250	
11. Maldah	129,579	205,740	238,480	127,338	106,859	676,426	373	26	11	6	
12. Rajshahye	246,371	398,571	449,633	262,015	210,610	1,310,729	587	101	...	2	
13. Rungpore	331,079	705,002	750,440	391,424	304,506	2,149,972	619	28	13	32	
14. Bogra	127,009	216,700	235,822	131,164	105,781	689,467	459	15	4	3	
15. Pubna	198,220	369,918	415,454	232,596	193,620	1,211,594	616	29	3	66	
Total	1,000,435	2,773,891	3,002,245	1,674,952	1,352,650	8,893,738	508	414	148	585	
Cooch Behar Division.											
16. Darjeeling	18,864	36,585	27,873	16,472	13,782	94,712	77	419	1	136	
17. Julpigoree	69,649	135,584	134,457	83,309	67,315	418,065	144	26	6	4	
Cooch Behar State	81,820	176,396	178,613	102,180	75,367	532,565	407	...	...	...	
Total	170,332	346,565	340,943	201,970	156,464	1,045,942	192	445	7	140	
EASTERN DISTRICTS.											
Dacca Division.											
18. Dacca	290,598	549,442	644,070	256,333	303,148	1,852,903	640	209	5,752	1,893	
19. Furreedpore	157,518	318,318	371,784	179,636	142,951	1,012,589	677	63	21	379	
20. Backergunge	321,657	738,019	789,134	406,218	334,062	2,377,433	482	27	127	4,698	
21. Mymensingh	308,008	727,616	790,087	460,740	371,868	2,340,917	373	31	67	26	
22. Sylhet	236,594	526,706	552,766	353,629	286,443	1,710,539	319	43	8	108	
23. Cachar	37,311	69,536	61,781	40,857	32,873	205,027	100	236	22	151	
Total	1,401,681	2,929,637	3,260,622	1,856,894	1,521,345	9,517,498	427	615	5,907	7,239	
Chittagong Division.											
24. Chittagong	197,104	287,648	390,501	243,411	200,842	1,127,402	451	143	399	42	
25. Noakhally	142,155	269,942	230,890	162,125	120,987	713,934	459	36	191	325	
26. Tipperah	367,011	482,644	492,863	299,747	253,677	1,533,931	578	35	16	91	
27. Chittagong Hill Tracts ...	13,554	27,904	17,788	12,889	10,936	69,607	10	30	...	1	
Hill Tipperah State	6,320	...	...	...	...	35,262	9	...	...	...	
Total	665,953	1,008,228	1,132,632	713,172	591,412	3,480,136	199	244	1,106	463	
TOTAL FOR BENGAL	6,403,470	11,043,071	12,756,263	6,818,213	5,516,926	36,769,735	430	...	...	...	

POPULATION.

LOCATION OF POPULATION.					OCCUPATION.		Prevailing languages.	Emigration or immigration during the year.	REMARKS.
Hindoes.	Mahomedans.	Parsees.	Buddhists and Jains.	Aborigines.	Male adult agriculturists.	Male adult non-agriculturists.			
1,679,363	348,024	...	...	6,468	347,809	313,295	Bengali.		
487,786	13,500	...	...	25,416	81,366	84,758	Ditto.		
576,908	111,795	...	...	6,969	156,366	62,364	Ditto.		
2,285,508	157,047	...	...	97,735	586,937	212,524	Ditto.		
1,186,435	299,025	...	...	513	233,977	244,182	Ditto.		
6,216,060	929,391	...	...	137,101	1,406,465	917,123			
1,307,087	887,853	...	143	1,197	356,698	421,006	Bengali.		
291,164	133,131	...	869	1,051	6,626	255,451	Ditto.		
821,032	984,106	...	...	1,650	346,548	199,561	Ditto.		
915,413	1,151,036	...	...	6,530	430,740	244,567	Ditto.		
3,334,726	3,157,026	...	1,012	10,458	1,140,607	1,120,585			
733,056	603,564	...	...	16,469	187,774	220,841	Bengali.		
702,235	793,215	...	295	5,008	363,923	113,813	Ditto.		
356,298	310,800	...	...	9,195	135,487	63,262	Ditto.		
236,870	1,017,979	...	10	5,767	247,497	141,074	Ditto.		
857,298	1,291,465	...	61	1,075	548,697	154,605	Ditto.		
130,644	556,620	...	...	2,151	171,426	45,274	Ditto.		
361,314	847,227	...	...	2,953	211,253	158,665	Ditto.		
3,427,715	5,420,960	...	366	43,550	1,871,357	902,534			
69,831	6,248	...	1,363	16,709	29,877	6,708	Thibetan dialects.		
182,376	144,980	...	8	596	83,022	50,562	Bengali.		
.....	.....	...	...	.....	160,960	15,436	Ditto.		
252,206	151,228	...	1,376	17,295	273,859	72,706			
793,789	1,050,131	...	4	1,225	300,704	248,738	Bengali.		
420,988	588,290	...	...	2,839	198,955	119,363	Ditto.		
827,393	1,540,965	...	4,049	174	408,690	239,329	Ditto.		
817,963	1,519,635	...	...	12,195	514,667	212,949	Ditto.		
859,234	854,131	...	...	6,015	347,248	179,458	Ditto.		
128,219	74,361	...	49	1,989	40,462	29,074	Ditto.		
3,847,586	5,627,522	...	4,102	24,487	1,900,726	1,028,911			
301,138	795,013	...	30,149	18	161,755	125,893	Bengali.		
180,253	533,053	...	61	15	151,619	58,323	Ditto.		
540,156	993,564	...	...	63	338,530	144,114	Ditto.		
598	1,378	...	47,375	19,725	14,710	13,284	Burmese dialects.		
.....	.....	...	...	.....	.....	.....	Kookie dialects.		
1,022,145	2,323,008	...	78,085	19,823	600,614	341,614			
18,100,438	17,609,135	...	84,941	252,604	7,260,038	4,383,093			

DISTRICT.	Inhabited houses.	POPULATION.						CLASSIFI			
		Men.	Women.	Children under 12 years.		Total.	No. per square mile.	Christians.			
				Male.	Female.			European.	East Indian and other mixed classes.	Natives.	
BEHAR.											
Patna Division.											
28. Patna	269,814	491,394	557,358	276,483	240,403	1,559,638	742	1,630	590	480	
29. Gya.	327,845	609,553	678,861	344,576	316,700	1,949,750	413	102	19	82	
30. Shahabad	275,041	522,657	615,324	312,717	273,278	1,723,974	393	257	146	58	
31. Tirhoot	642,087	1,377,765	1,495,326	813,999	697,616	4,384,706	691	182	35	499	
32. Sarun	293,524	606,897	713,653	389,786	353,524	2,063,800	778	95	29	83	
33. Chumparun	242,228	466,874	467,028	270,655	236,258	1,440,815	408	85	8	1,214	
Total	2,050,539	4,075,140	4,527,550	2,402,216	2,117,837	13,122,743	553	2,351	827	2,416	
Bhaugulpore Division.											
34. Monghyr	328,174	553,983	614,778	343,091	301,134	1,812,986	463	517	431	194	
35. Bhaugulpore	329,372	565,131	606,256	352,052	302,851	1,826,290	422	136	33	363	
36. Purneah	313,447	548,569	583,320	327,751	255,155	1,714,795	346	181	160	92	
37. Southal Pergunnahs	230,504	359,965	386,735	209,751	242,836	1,259,287	229	120	92	180	
Total	1,201,497	2,027,648	2,191,089	1,292,645	1,101,976	6,813,358	354	954	686	829	
TOTAL FOR BEHAR	3,252,036	6,102,788	6,718,639	3,694,861	3,219,813	19,736,101	465	3,305	1,513	3,245	
ORISSA.											
Orissa Division.											
38. Cuttack	281,430	453,357	525,376	271,973	244,078	1,494,784	470	193	210	1,911	
39. Pooree	143,920	250,820	256,432	138,629	123,743	769,674	311	8	16	552	
40. Balasore	138,913	232,933	269,707	146,144	121,448	770,232	373	37	45	448	
Tributary mehals	253,284	369,185	409,294	257,020	227,810	1,283,309	70	1	...	302	
TOTAL FOR ORISSA	817,547	1,326,295	1,466,859	813,766	717,079	4,317,990	180	239	271	3,213	
CHOTA NAGPORE.											
Chota Nagpore Division.											
41. Hazareebaugh	150,493	233,750	257,539	163,295	117,291	771,875	110	1,367	36	170	
42. Lohardugga	240,843	347,612	390,211	273,936	225,364	1,237,123	103	91	3	12,087	
43. Singbhoom	84,416	119,309	129,840	88,617	77,257	415,023	92	20	2	830	
44. Maunbhoom	195,665	295,433	330,264	205,503	164,370	995,570	203	39	14	539	
Tributary Mehals	80,870	120,742	121,284	85,183	78,771	405,980	26	...	...	...	
Total for Chota Nagpore	752,287	1,116,846	1,229,138	816,534	663,653	3,825,571	87	1,517	55	14,226	
ASSAM.											
Assam Division.											
45. Goalpara	72,655	145,919	145,859	83,455	69,528	444,761	100	...	141	...	
46. Kamroop	103,908	185,461	173,091	107,227	95,902	501,681	165	...	204	...	
47. Durrung	43,558	82,770	75,260	40,067	37,912	236,009	69	...	256	...	
48. Nowgong	44,050	83,460	78,418	49,647	44,885	256,390	70	...	179	...	
49. Seebaugor	55,604	99,718	90,245	55,222	51,404	296,589	123	...	283	...	
50. Luckimpore	26,398	42,923	36,209	22,669	20,276	121,267	39	...	316	...	
51. NAGA HILLS ... ..	.....	.....	.....	.....	.....	68,918	...	...	...	...	
52. KHASIA AND JYNTEAH HILLS	141,838	39,982	44,298	23,611	28,947	141,838	...	...	...	...	
53. GARO HILLS ... ..	.....	.....	.....	.....	.....	89,000	...	...	...	...	
Total for Assam	2,0535,529	679,333	645,470	386,898	348,834	2,297,453	63	...	1,379	...	
GRAND TOTAL	13,235,869	26,868,333	22,508,369	12,530,272	10,465,705	66,856,859	...	...	...	...	

POPULATION.—(Continued.)

CATION OF POPULATION.					OCCUPATION.		Prevailing languages.	Emigration or immigration during the year.	REMARKS.
Hindoes.	Mahomedans,	Parsees.	Budhists and Jains.	Aborigines.	Male adult agriculturists.	Male adult non-agriculturists.			
1,363,291	192,988	...	...	650	214,709	276,685	Hindustani.		
1,729,899	219,332	...	...	316	265,939	343,623	Ditto.		
1,599,643	132,671	...	...	199	272,784	249,873	Ditto.		
3,854,901	528,605	...	...	394	973,767	403,998	Ditto.		
1,822,048	241,550	...	1	14	428,028	178,860	Ditto.		
1,240,264	189,237	...	...	7	342,963	123,906	Ditto.		
11,601,136	1,514,423	...	1	1,589	2,498,186	1,576,954			
16,13,540	182,269	...	34	15,995	285,483	268,495	Hindustani.		
16,39,949	169,426	...	19	16,364	336,899	228,241	Ditto.		
10,22,009	690,149	...	...	2,234	281,752	266,817	Ditto and Bengali.		
650,210	79,789	...	...	323,809	210,915	149,050	Sonthali, and ditto ditto.		
49,25,714	1,121,630	...	53	563,492	1,115,045	912,603			
165,26,860	2,636,053	...	54	565,081	3,613,231	2,489,557			
1,430,040	40,013	...	19	22,308	267,360	185,997	Ooriya.		
739,636	11,596	...	8	17,868	143,201	107,619	Ditto.		
738,396	18,878	...	1	12,427	150,391	82,542	Ditto.		
879,655	3,995	...	1	399,355	253,299	130,896	Ditto and Aboriginal tongues.		
3,787,727	74,472	...	29	452,048	819,251	507,944			
647,991	72,338	...	...	49,973	197,625	36,125	Hindi.		
741,952	58,211	...	...	424,179	280,219	67,393	Ditto and Aboriginal tongues.		
209,632	2,487	...	...	202,052	74,606	44,643	Ooriya and ditto ditto.		
327,936	33,622	...	...	133,420	177,525	117,908	Bengali and Aboriginal.		
139,731	2,348	...	...	263,851	106,099	14,643	Aboriginal tongues.		
2,567,292	169,006	...	...	1,703,475	836,134	280,712			
311,419	89,916	...	...	6,238	103,662	42,257	Bengali and Indo-Chinese		
515,024	45,823	...	182	448	187,914	27,547	tongues. Assamese and ditto.		
221,389	13,859	...	397	108	74,908	7,862	Ditto ditto ditto.		
245,615	10,066	...	291	239	79,243	4,217	Ditto ditto ditto.		
282,969	12,619	...	153	565	77,480	22,238	Ditto ditto ditto.		
115,638	3,826	...	419	1,038	32,877	9,146	Ditto ditto ditto.		
.....	.....	...	...	.....	.....	.....	Naga languages.		
.....	.....	...	...	.....	.....	.....	Khasi ditto.		
.....	.....	...	...	.....	.....	.....	Garó ditto.		
1,692,054	176,109	...	1,472	8,636	526,084	113,267			
42,674,361	20,664,775	...	86,496	2,351,904	13,054,318	7,774,653		8,231	

T. J. CHICHELE PLOWDEN,
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E.—FISCAL.

1.—Approximate return of Field-work executed by the Professional Survey Parties in the Lower Provinces, from 1st October 1871 to 30th September 1872.

SURVEY DIVISION.	District under survey.	NAME OF PERGUNNAH.		Number of balkas or village circuits.	Average size of village circuits in acres.	Approximate area in square miles of work performed.	Estimated total cost, including contingencies.	Probable rate per square mile on surveyed area.
		Completed.	Partially completed.					
1st Division...	Nowgong.	Purbuttiah Mehal of Mekir Hills.		86	7,888	900	Rs. A. P. 75,045 1 11	Rs. A. P. 84 0 9
2nd ditto ...	Darrung.	Namdooar and Char-dooar Mehals.		28 villages or 74 hulkas, 55 grants, & 76 lakh-raj holdings.	10,378	1,000	74,067 8 9	74 10 8
3rd ditto ...	Hooghly.	Mundulghat, Bir Balliah, Berar.	Rheorsat, Mozufforpore, Dharsah, Paikar.	1,452	357	825	61,303 12 10	74 4 11
4th ditto ...	Hazareebaugh.	Tori.		Topographical survey.		1,050	27,956 2 1	26 10 0
Upper Assam Division.	Seebsaugor.	Seebsaugor	4	52	3,323	270	21,794 1 9	80 11 6
Total ...						4,045	2,61,368 11 4	64 9 10

E.—FISCAL.—Continued.

2.—Statement showing the work performed by the Non-Professional Survey Parties during the official year, from 1st April 1871 to 31st March 1872.

DIVISIONS.	No. of villages demarcated.	Estimated area demarcated in square miles.	No. of thumb maps made over to Revenue Surveyor.	No. of boundary disputes decided.	No. of other cases disposed of.	No. of duplicate maps prepared.	NUMBER OF REGISTERS COMPLETED.				Estimated expenditure from 1st April 1871 to 31st March 1872.
							English.		Vernacular.		
							Village.	Estate.	Village.	Estate.	
Rajshahye—Dearah division	...	...	...	...	...	...	...	...	...	...	Rs. A. P. 181 15 10
Hooghly division ...	1,620	698	2,006	82	3,260	2,006	4	4	21	26	65,516 11 2
Midnapore division ...											
Total ...											65,698 11 0
Rate per square mile ...											93 13 9½

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

E.—FISCAL.—(Continued.)
 5.—Statement of Land Revenue Demands, Collections, and net Balances for 1871-72.

Divisions.	DEMAND.			COLLECTIONS.			NET BALANCES.			Payments in advance.
	Current.	Arrear.	Total.	Current.	Arrear.	Total.	Current.	Arrear.	Total.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Burdwan ...	77,03,525	92,108	78,55,633	76,25,370	78,330	77,03,000	1,37,801	11,556	1,49,357	44,285
Presidency ...	37,03,122	2,81,671	40,44,793	34,95,566	1,85,114	36,80,680	2,67,556	93,204	3,60,760	25,417
Rajshahye ...	61,84,731	2,62,956	64,47,687	59,38,968	2,44,006	61,82,974	2,45,965	17,010	2,62,975	37,969
Cooch Behar ...	4,02,542	61,200	5,23,748	4,32,950	61,198	4,94,148	29,353	1,218	30,576	928
Dacca ...	37,19,359	3,43,704	40,67,153	33,67,074	3,26,474	36,93,548	4,490	17,981	4,29,115	69,020
Chittagong ...	23,05,273	3,31,341	26,36,614	20,12,811	2,83,991	22,96,802	1,612	2,92,463	3,35,200	2,085
Patna ...	80,03,860	75,377	81,39,227	79,73,930	70,023	80,44,548	8,542	81,738	86,337	2,35,392
Bhargulpore ...	28,00,508	1,94,791	30,64,380	25,72,724	1,87,279	27,60,003	2,96,874	7,405	3,04,339	53,336
Orissa ...	17,37,497	24,25,021	41,65,518	6,58,894	10,80,476	17,48,370	1,87,373	11,50,791	22,29,175	27,284
Chota Nagpore ...	3,51,671	1,77,634	5,29,305	2,66,866	40,940	3,07,706	84,005	20,623	1,04,628	258
Assam ...	21,75,799	17,068	21,92,867	21,19,947	15,677	21,35,624	55,852	991	56,843	201
Total	3,93,95,907	42,71,027	4,36,66,934	3,64,04,890	25,73,013	3,89,77,903	39,81,027	13,70,681	43,51,708	5,00,155

T. J. CHICHELE FLOWDEN,
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E.—FISCAL.—(Concluded.)

6.—Land Revenue.

1	2	3	4	5	6	7	8	9	10	11
DESCRIPTION OF REVENUE.	REVENUE OF 1870-71.		REVENUE OF 1871-72.		Cost of collections during the year.	Net collections during the year.	Not collected during outstanding balances.	No. of sales for arrears of revenue.	Revenue of estates sold.	Cause of increase or decrease of revenue, with explanation of any items realized in addition to the annual assessed revenue.
	Assessed.	Realized.	Assessed.	Realized.						
From settled estates bearing revenue in past years...										
Settled estates added to revenue roll during present year ...	(a) 3,84,30,296	(a) 3,82,44,470	(a) 3,86,14,559	(a) 3,82,83,835	29,87,018	3,52,90,843	(b) 38,80,982	.....	.....	
Settled estates taken off revenue roll during present year ...										
Collections from Government estates ...	6,92,395	6,21,510	7,51,408	6,94,943	36,971	0,57,337	(c) 4,61,726	.....	.....	The increase in the land revenue demand is owing to fresh settlements, of which that of the Western Doorgs, resulting in an increase of Rs. 57,722, is the only considerable item, and to resettle-ments with enhanced demands, principally in the Burdwan, Rajshahye, Dacca, and Assam divisions.
Income from sale of Govern-ment estates ...	.....	4,30,296	.....	44,063	.....	44,063	.....	.....	.....	
Salv proceeds of waste lands and redemption of land tax...	.....	1,05,884	.....	2,36,743	.....	2,36,743	.....	.....	.....	
Miscellaneous land revenue not included in above (d) ...	.....	2,34,220	.....	2,73,615	.....	2,73,615	.....	.....	.....	The decrease in the income from sale of Government estates is owing to the suspension of such sales by order of Government.
Total ...	3,91,82,601	3,96,36,380	3,93,95,967	3,95,32,329	30,23,723	3,65,08,606	43,51,708	1,031	82,149	

(2).—Figures cannot be given separately for the first three heads without reference to the local officers, and to do this would involve considerable delay.
 (b).—This amount will not correctly result from subtracting the figures of column 5 from 4, owing to arrear collections (Rs. 23,22,374) having been included in column 6, while the arrear balances have not been taken into account in column 4, while both arrear balances and arrear collections are taken into account in column 8. There is also a further difference per contra of Rs. 9,497 on account of remission of revenue.
 (c).—For the above reasons a difference is observable here also.
 (d).—The figures under this head do not include forest revenue.

T. J. CHICHELE POWDEN,
 Offy. Under-Secy. to the Govt. of Bengal.

II.

STATISTICS OF PROTECTION.

A.—LEGISLATIVE.

1.—Statement of Acts passed by the Legislature of the Province of Bengal in 1871-72, and sanctioned as required by Law.

Title of Act.	By whom proposed.	Object and character of Act.	Date on which sanctioned.
An Act for the better sanitation of Pooree and other towns in Orissa, and regulation of lodging-houses therein.	The Hon'ble Ashley Eden...	To make provision for the licensing and regulation of pilgrims' lodging-houses at Pooree, and the main roads leading thereto.	Lieutenant-Governor's assent, 20th March 1871. Governor-General's assent, 18th idem.
An Act to facilitate drainage in certain districts of Bengal.	The Hon'ble Ashley Eden...	To carry into effect a scheme for the drainage and improvement of lands in Hooghly and Burdwan districts.	Lieutenant-Governor's assent, 20th March 1871. Governor-General's assent, 20th May 1871.
An Act to amend Act VI of 1863, passed by the Lieutenant-Governor of Bengal in Council.	The Hon'ble Ashley Eden...	To amend the constitution of the Corporation of Justices for the Town of Calcutta.	Lieutenant-Governor's assent, 1st April 1871. Governor-General's assent, 10th May 1871.
An Act to amend the Calcutta Port Improvement Act, 1870.	The Hon'ble V. H. Scholch	To increase the number of Port Commissioners and compel ships to load and unload at their wharves.	Lieutenant-Governor's assent, 19th April 1871. Governor-General's assent, 10th May 1871.
An Act for the better regulation of markets in Calcutta, and to empower the Justices to establish municipal markets.	The Hon'ble V. H. Scholch	To enable the Justices to establish municipal markets and to regulate all markets in Calcutta.	Lieutenant-Governor's assent, 4th May 1871. Governor-General's assent, 19th idem.
An Act for the construction of a bridge across the River Hooghly between Howrah and Calcutta.	The Hon'ble Ashley Eden...	To empower the Lieutenant-Governor to construct a bridge across the River Hooghly.	Lieutenant-Governor's assent, 3rd June 1871. Governor-General's assent, 17th idem.
An Act to provide for local rating for the construction and maintenance of roads and other means of communication.	The Hon'ble V. H. Scholch	To provide for the construction and maintenance of roads, &c. in the Lower Provinces, and levy a cess on immovable property therein.	Lieutenant-Governor's assent, 19th July 1871. Governor-General's assent, 12th August 1871.

A.—LEGISLATIVE.—(Continued.)

1.—Statement of Acts passed by the Legislature of the Province of Bengal in 1871-72, and sanctioned as required by Law.

Title of Act.	By whom proposed.	Object and character of Act.	Date on which sanctioned.
An Act to enable the Lieutenant-Governor to take a census of Bengal.	The Hon'ble C. E. Bernard	To enable the Lieutenant-Governor to make a census of Bengal.	Lieutenant-Governor's assent, 19th July 1871. Governor-General's assent, 22nd August 1871.
An Act to extend the borrowing powers of the Justices of the Peace for the Town of Calcutta, and to provide for the repayment of municipal debt.	The Hon'ble C. E. Bernard	To enable the Justices to borrow 85 lakhs instead of 55 lakhs, and to erect a reserve fund for payment of debt.	Lieutenant-Governor's assent, 1st February 1872. Governor-General's assent, 7th March 1872.
An Act to amend the law for the registration of jute warehouses, and to provide for the establishment of an efficient fire-brigade.	The Hon'ble C. E. Bernard	To provide for the registering and licensing of jute-houses in Calcutta, Suburbs, and Howrah, and to establish a fire-brigade.	Lieutenant-Governor's assent, 13th February 1872. Governor-General's assent, 12th March 1872.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

2.—Statement of Regulations prepared by the Government of Bengal under the statute 33 and 34 Vict., Cap. 3, and passed by the Governor-General in Council as required by the Act.

Title of Regulation.	Object and character.	Date of Sanction.
Southal Pergunnahs Settlement Regulation.	To provide for the peace and good government of the Southal Pergunnahs.	Sanctioned by the Government of India, 29th April 1872.

T. J. CHICHELE FLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

A.—LEGISLATIVE.—(Concluded.)

3.—Statement of Bills proposed or pending in the Legislature of the Province of Bengal in 1871-72.

Title of Bill.	By whom proposed.	Object and character of Bill.	When introduced.	When rejected or withdrawn.	If pending, why and in what state.
A bill to provide for the recovery of land revenue and the mutation of names in Assam.	The Hon'ble Rivers Thompson.	To provide legal means for the recovery of the land revenue in Assam, it having been discovered that the rules under which the revenue is now realized, and which contain penal provisions, do not possess the force of law; also to provide for the compulsory registration of the mutation of names on the transfer of estates.	28th Jan. 1871	.....	The report of the Select Committee was presented on the 4th April 1871, but no further proceedings have been taken.
A bill to provide for embankments and drainage.	The Hon'ble V. H. Schalch.	To consolidate and amend the law relating to embankments, and to provide for the payment for embankment works.	17th Dec. 1870	.....	Report of Select Committee presented 23rd August 1871. Again referred to a Select Committee on 9th March 1872.
A bill to amend and consolidate law relating to municipalities	The Hon'ble C. E. Bernard.	To consolidate and amend the Municipal Acts.	9th Dec. 1871	.....	The bill was referred to a Select Committee on 20th January 1872, who had not reported at the close of the official year.
A bill to provide for the due appropriation of certain educational and charitable endowments.	The Hon'ble C. E. Bernard.	To provide for the management of all charitable endowments in Bengal, for which no trustees exist.	2nd Mar. 1872	.....	Referred to a Select Committee on 9th March 1872.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

B.—JUDICIAL STATEMENTS.

2.—(Criminal) Statement of offences reported and of persons tried, convicted, and acquitted for each offence in the year 1871.*

DESCRIPTION OF OFFENCES.		Sections of Penal Code applicable.	Number of offences reported during the year.	Number of persons under trial during the year.	Acquitted or discharged.	Convicted.	Died, escaped, transferred.	Remaining under trial.	REMARKS. (The number committed out of those remaining under trial has been noted in this column.)
1	Offences against the State ...	121 to 130	3	9	7	2	...	...	.....
2	Offences relating to the army and navy ...	131 to 140	2	4	2	2	...	...	.....
3	Unlawful assembly ...	143 to 145,	2,320	4,251	2,073	1,769	96	313	.....
	—attempts ...	149 to 151, 157, 158.	7	13	6	7	...	...	.....
4	Offences against public tranquillity ...	Rioting, &c. ...	1,382	5,608	1,707	3,465	11	425	29
	—attempts ...	and 153 to 156.	.....	.....	...	...	...	...	.....
5	Affray ...	160	268	870	143	701	...	26	.....
	—attempts ...	.....	16	34	14	20	...	...	.....
6	By public servants ...	161 to 169	360	444	222	196	1	25	.....
	—attempts ...	.....	1	1	1	...	...	...	.....
7	Offences relating to public servants.	161, 170, and 171.	144	203	95	104	1	3	.....
8	Contempt of lawful authority ...	172 to 190	3,608	6,642	1,868	4,619	9	146	.....
9	False evidence or subornation, &c., of the same.	193 to 200	490	763	403	265	3	92	38
	—attempts ...	.....	1	1	...	...	...	1	1
10	Offences against public Justice ...	201 to 229	2,530	3,215	1,169	1,862	19	165	23
	—attempts ...	.....	1	2	1	1	...	...	.....
11	Offences relating to coin ...	231 to 254	117	169	62	78	2	27	15
12	" " to stamps ...	255 to 263	8	13	6	7	...	...	.....
13	" " to weights and measures.	264 to 267	130	239	90	199	...	...	.....
14	" affecting public health ...	269 to 278	153	221	39	176	...	6	.....
15	" safety ...	279 to 289	453	687	123	559	1	4	.....
16	" convenience ...	290 and 291	639	1,069	128	936	...	6	.....
17	" decency or morals ...	292 to 294	161	281	53	228	...	...	.....
18	" relating to religion ...	295 to 298	40	71	27	43	...	1	.....
19	Murder ...	302 and 303	359	852	383	237	13	169	94
	—attempts ...	.....	36	36	10	19	3	4	.....
20	Culpable homicide ...	304	249	462	260	141	2	59	42
	—attempts ...	.....	1	3	3	...	...	...	.....
21	Abolition of suicide ...	305 and 306	117	120	47	66	3	4	.....
	—attempts ...	.....	223	201	56	137	1	7	.....
22	Thuggee, &c. ...	311	.....	.....	.....	.....	.....	.....	.....
23	Attended with aggravating circumstances	312 to 315	63	83	48	32	...	3	.....
	—attempts ...	.....	1	2	1	1	...	...	.....
24	Causing mischief. Other cases	312	120	84	67	14	2	1	.....
	—attempts ...	.....	1	2	2	...	...	...	.....
25	Injury to unborn children	316	6	5	5	...	...	...	.....
26	Exposure of infants	317	83	70	33	24	...	13	10
	—attempts ...	.....	1	1	1	...	...	...	.....
27	Concealment of births by secret disposal of the dead body.	318	50	59	17	34	1	7	3
28	With aggravating circumstances.	325 to 331, and 333.	992	1,513	523	844	22	124	22
	—attempts ...	.....	1	1	1	...	...	...	.....
29	Hurt ... Other cases	323, 324, 332 and 334 to 338.	5,671	5,332	2,260	2,850	11	211	7
	—attempts ...	.....	7	8	4	4	...	...	.....
30	Wrongful restraint ...	341	1,128	1,164	667	421	15	61	.....
	—attempts ...	.....	.....	.....	.....	.....	.....	.....	.....
31	Wrongful confinement ...	342 to 343	3,546	3,462	2,263	1,010	21	168	.....
32	Criminal force or assault ...	352 to 358	42,693	31,106	16,829	13,656	44	577	.....
	—attempts ...	.....	.....	.....	.....	.....	.....	.....	.....

* This statement does not include persons tried by the Magistrates of Calcutta.

B.—JUDICIAL STATEMENTS.—(Continued.)

2.—(Criminal).—Statement of offences reported and of persons tried, convicted, and acquitted for each offence in the year 1871.*

DESCRIPTION OF OFFENCES.			Sections of Penal Code applicable.	Number of offences reported during the year.	Number of persons under trial during the year.	Acquitted or discharged.	Convicted.	Died, escaped, transferred.	Remaining under trial.	REMARKS. (The number committed out of those remaining under trial has been noted in this column.)
33	Kidnapping or forcible abduction	{ With aggravating circumstances —attempts	364, 366, 367, 369	86	230	135	57	5	33	11
34	Abduction	{ Other cases —attempts	363, 365, 368, 370 and 371	167	232	185	42	1	4	1
35	Slavery		370 and 371	11	12	12				
36	Buying or selling a minor for the purpose of prostitution.		372 and 373	21	67	43	7	2	3	
37	Forced labour		374	18	15	10	5			
38	Rape		376	256	288	211	53	1	23	15
	—attempts			17	17	11	6			
39	Unnatural offences		377	38	39	21	13	2	3	I
	—attempts			1	1	1				
40	Theft	{ With aggravating circumstances.	382	57	80	46	34			
41		{ Other cases	379 to 381, and 401	22,995	20,093	9,444	9,559	135	960	2
	—attempts			429	61	23	36			
42	Extortion	{ With aggravating circumstances.	386 to 389	76	67	51	16			
43		{ Other cases	384 and 385	1,388	1,270	876	331	15	48	
	—attempts			3	3	3				
44	Robbery	{ With hurt	394	15	20	16	13			
45		{ Other cases	392	267	425	309	94	1	30	12
	—attempts			5	2	1	1			
46	Dacoity	{ With murder	396	12	46	19	25		2	2
47		{ With attempt to cause death or grievous hurt.	397	16	63	37	10	16	14	14
48		Other cases	395, 399, 400, and 402	378	1,500	768	430	14	297	122
	—attempts			4						
49	Criminal misappropriation of property		403 and 404	814	755	350	377	3	19	1
	—attempts			1	2	1	1			
50	Criminal breach of trust		406 to 409	2,211	1,577	1,068	406	39	64	2
	—attempts									
51	Receiving or habitually dealing in stolen or plundered property.		411 to 414	2,199	3,673	1,302	2,441	12	118	8
	—attempts									
52	Cheating		417 to 420	1,218	790	515	238	6	31	
	—attempts			4	4	1	3			
53	Fraudulent deeds and disposition of property.		421 to 424	21	21	13	7		1	
54	Mischiefs	{ With aggravating circumstances	429 to 433, and 435 to 440	746	932	593	287	2	50	5
		—attempts		9	17	9	8			
55		Other cases	426 to 428, and 434	5,037	4,252	2,526	1,614	2	40	
	—attempts			8	9	3	6			
56	Criminal trespass.	{ Resulting in death or other grievous hurt	450 and 460	90	64	24	37		3	2
57		{ For commission of serious offences.	449, 450, 451, 452, 454, 455, 456, and 458	11,900	3,202	1,274	1,752	24	152	
58		—attempts		1,324	30	12	18			
59		Other cases	447, 448, 453, 456, 461, and 462	8,338	6,635	3,655	2,726	4	250	
	—attempts			1,714	28	4	24			

* This statement does not include offences reported in Calcutta, nor persons tried before the Calcutta Magistrates.

B.—JUDICIAL STATEMENTS.—(Continued.)

2.—(Criminal).—Statement of offences reported and of persons tried, convicted, and acquitted for each offence in the year 1871.*

DESCRIPTION OF OFFENCES.		Sections of Penal Code applicable.	Number of offences reported during the year.	Number of persons under trial during the year.	Acquitted or discharged.	Convicted.	Died, escaped, transferred.	Remaining under trial.	REMARKS. (The number committed out of these remaining under trial has been noted in this column.)
		Sections.							
59	Forgery or altering or possessing forged documents or papers.	465 to 471, and 474.	144	253	183	40	...	21	3
60	Counterfeiting or making or possessing a counterfeit seal, &c., for purposes of forgery.	472 to 476	8	5	4	1	...	...	...
61	Fraudulently destroying or defacing a will or other documents.	477	10	14	13	1	...	...	...
62	Using a false trade or property mark and knowingly selling property so marked	482 to 486, 487, and 489	3	6	6	...	...	...	...
63	Counterfeiting or making or possessing a die, plate, or instrument for counterfeiting a trade or property mark.	483 to 485	...	...	...	...	...	...	...
64	Removing, destroying, &c., a trade or property mark with intent to cause injury.	489	...	...	...	...	...	...	...
65	Criminal breach of contract of service	490 to 492	116	156	78	76	...	2	...
66	Offences relating to marriage ... attempts ...	495 to 498	2,767	1,886	1,546	276	10	64	5
67	Defamation ...	500 to 502	711	426	283	130	2	11	...
68	Criminal intimidation, insult, or annoyances. { Resulting in death or other grievous hurt.	506	75	64	30	33	...	1	...
69	Other cases.	504 to 510	695	571	236	273	...	12	...
70	Other offences not included in the above specifications.	...	9,018	36,114	7,843	27,911	93	267	1
Total		...	163,531	155,628	65,566	84,206	634	5,232	491

* This Statement does not include offences reported in Calcutta, nor persons tried before the Calcutta Magistrates.

T. J. CHICHELE FLOWDEN,

Offg. Under-Secy. to the Govt. of Bengal.

B.—JUDICIAL STATEMENTS.—(Continued)
 3.—(Criminal).—Statement showing the general result of Criminal Trials in the Tribunals of various classes in the year 1871.*

CLASS OF TRIBUNAL.	1	2	NUMBER OF PERSONS DEALT WITH.										PERSONS DISPOSED OF.						14	15	16																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
			Remaining at end of last year.	BROUGHT TO TRIAL DURING PRESENT YEAR.				Received by transfer.	Total.	Discharged without trial.	Acquitted.	Convicted.	Committed or referred.	Died, escaped, or transferred.	Remaining at end of year.	Average number of days during which each case lasted.	Number of witnesses who																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																												
				Under arrest by police.	Upon warrant.	On summons.	Appearing voluntarily.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																						
Village Officers	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

* This statement does not include trials in the Courts of the Magistrate of Calcutta.

(a.) Blank of necessity, the information having been already included in foregoing entries.

(b.) These are all cases under Chapter XXVIII, Criminal Procedure Code.

T. J. CHICHELE PLOWDEN,
 Offy. Under-Secy. to the Govt. of Bengal.

B.—JUDICIAL STATEMENTS.—(*Continued.*)

- 4.—(*Criminal*)—*Statement showing the Punishments inflicted by various Criminal Tribunals in the year 1871.*

B.—JUDICIAL

4.—(Criminal).—Statement showing the Punishments inflicted by

CLASS OF TRIBUNAL.	PERSONS SENTENCED TO.										PERSONS ORDERED TO FINE OR GIVE					
	Death.	Transpor- tation.		Penal servitude. With solitary con- finement.	Imprisonment.		Forfeiture of property.	Fine.		Whipping.		Surety of the peace.	Recognizance.	Sureties for good behaviour.	Rs. 10 and under.	
		For life.	For a term.		Rigorous.	Without solitary confinement.		Simple.	With imprisonment.	Without imprisonment.	In addition to other punishment.					In lieu of other punish- ment.
Unpaid Magistrates	...	...	...	...	24	13	...	19	2,531	...	.....	...	...	...	2,499	
(Local and) Subordinate paid Magistrates	...	...	...	...	9,549	469	1	2,406	20,312	112	1,259	410	981	332	17,564	
Full-power Magistrates (exercising jurisdiction throughout the district)	...	...	...	10	10,220	776	4	2,377	25,968	123	1,396	1,147	1,275	567	21,230	
Chief Magistrates of Districts (District Magistrates)	...	...	...	...	971	108	1	272	2,131	24	127	115	135	42	1,683	
Total Magistracy... ..	...	...	...	10	20,764	1,366	6	5,074	50,942	259	2,782	1,672	2,391	941	42,976	
Sessions Courts	90	193	60	1	1,850	13	...	190	23	2	8	...	...	...	21	
High Court Ordinary Original Jurisdiction	2	...	10	1	114	4	...	3	.....	...	.....	...	...	...	...	
Grand Total	92	193	70	11	22,728	1,383	6	5,267	50,965	261	2,790	1,672	2,391	941	42,997	

* This statement does not include the punishments inflicted by the Magistrates of Calcutta.

STATEMENTS.—(Continued.)

various Criminal Tribunals in the year 1871.*

DETAIL OF PUNISHMENT.

Fine.								Imprisonment.								Whipping.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																													
Rs. 50 and under.				Rs. 100 and under.				Rs. 500 and under.				Rs. 1,000 and under.				Above Rs. 1,000.				Total amount of fines.				Amount realized.				Amount paid by way of compensation.				15 days.		6 months.		2 years.		7 years' rigorous.		Above 7 years' rigorous.		10 stripes and under.		20 stripes and under.		30 stripes and under.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																															
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 Offg. Under-Secy. to the Govt. of Bengal.

B.—JUDICIAL STATEMENTS.—(Continued.)

5.—(Criminal).—Statement showing the Result of Appeal and Revision in Criminal Cases during the year 1871.

TRIBUNAL.	Number of appellants or persons applying for revision under section 404, Criminal Procedure Code.	NUMBER OF PERSONS.							
		Appeals or applications rejected.	Sentences confirmed.	Sentences modified.	Sentences reversed.	Proceedings quashed.	Further inquiry or evidence ordered.	Cases referred for revision to High Court.	Pending.
Chief Magistrates of Districts	3,279	440	1,817	316	469	68	68	40	61
Sessions Courts	9,138	1,583	4,843	589	1,479	40	42	220	343
Total ...	12,417	2,023	6,660	905	1,948	108	110	260	403
HIGH COURT ...	Number of appellants	1,711		1,315	82	172	11		131
	Number of persons applying for revision ...	522		265	18	232			7

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B.—JUDICIAL STATEMENTS.—*(Continued.)*

6.—(Civil).—*Statement showing the number and Description of Civil Suits instituted in the Civil Courts in the year 1871.*

B.—JUDICIAL

6.—(Civil).—Statement showing the number and Description of Civil Suits

Class of tribunals.	SUITS FOR MONEY, DISTINGUISHING SUITS UP TO RS. 500, COGNIZABLE BY SMALL CAUSE COURTS FROM OTHER CASES.															
	On written obligation.		On un-written obligation.		On account stated.		Money received.		Goods sold.		Breach of contract not mentioned above.		Rent not falling under the rent law.		Movable property or value thereof.	
	Rs. 500 and under.		Above Rs. 500.		Rs. 500 and under.		Above Rs. 500.		Rs. 500 and under.		Above Rs. 500.		Rs. 500 and under.		Above Rs. 500.	
	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.	Rs. 500 and under.	Above Rs. 500.
<i>Village Courts.</i>																
Small Cause Courts ...	23,585	...	4,560	...	2,956	...	936	...	4,820	...	871	...	610	...	1,594	...
<i>Unpaid local Tribunals.</i>																
Paid sub-divisional tribunals (Moon-siffs' Courts).	70,438	1,337	6,692	66	5,711	183	5,222	104	2,411	54	2,887	30	561	12	7,708	46
District Courts other than chief courts of districts (Sub-Judges' Courts).	442	1,077	108	55	63	80	78	142	108	8	7	35	10	35	79	44
Chief courts of districts (District Judges' Courts) ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...
Revenue Courts	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total ...	94,763	2,414	11,300	121	8,730	263	6,236	246	7,339	62	3,765	65	1,181	47	9,381	91

STATEMENTS.—(Continued.)

instituted in the Civil Courts in the year 1871.

SUITS UNDER THE RENT LAW.										OTHER SUITS.													
Arrears of rent with or without ejectment or cancellation of lease.	Enhancement or abatement of rent.	Relating to distraint.	Damages for extortion or withholding receipts or on account of illegal restraint or other cause.	For pottahs or kubuleuts.	For ejectment or recovery of possession.	For recovery of money or accounts from agents.	All other suits under the rent law not included above.	Suits for immovable property.	Suits for specific performance of contract.	Suits to declare and establish right to real property including preemption, foreclosure, &c.	Suits to declare and establish personal rights.	Suits for an account.	Suits relating to religious endowments.	Suits to set aside judgments, contracts, or obligations on the ground of fraud.	Suits for dissolution of marriage.	Suits for enforcement of matrimonial rights.	Suits for partition.	Suits relating to shipping.	Suits relating to religion and caste.	TOTAL.			
.....	.....	...	.....	...	...	...	...	...	...	.....	...	...	...	...	...	...	...	...	...	41,353			
72,320	2,742	606	522	801	808	538	6,420	20,318	1,050	3,289	2,266	851	134	629	109	626	364	8	319	223,949			
364	10	...	.....	2	10	44	42	747	22	313	130	115	6	44	2	5	48	...	2	4,308			
.....	1	...	.....	...	...	...	...	12	...	1	6	...	...	...	1	...	...	...	...	22			
5,416	86	348	146	276	268	26	82	...	...	.....	...	...	...	...	...	...	...	...	...	6,648			
78,100	2,839	954	668	1,079	1,086	608	6,544	21,077	1,072	3,608	2,402	966	140	678	112	631	412	8	321	276,279			

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B.4—JUDICIAL STATEMENTS.—(Continued.)

7.—(Civil).—Statement showing Value of Suits disposed of in the Civil and Revenue Courts in the year 1871.

VALUE OF SUITS.	NUMBER OF SUITS DISPOSED OF IN DIFFERENT COURTS.				Superior courts.	Total value of suits.
	Village courts.	Small Cause Courts.	Moonsiffs, Deputy Collectors, and other sub-divisional courts.	District courts.		
1	2	3	4	5	6	7
<i>In Civil Courts.</i>						Rs.
Not exceeding ... Rs. 5		2,195	26,594	97	.....	84,403
Ditto 20		14,130	65,045	599	1	9,97,928
Ditto 100		21,701	93,613	1,082	4	48,84,680
Ditto 500		4,678	28,570	368	15	58,26,116
Ditto 1,000			3,620	109	1	29,74,953
Ditto 5,000			2	2,638	14	51,78,047
Ditto 10,000				305	9	22,06,465
Ditto 1,00,000				191	8	68,13,719
Exceeding 1,00,000				10	1	48,38,301
Total ...		42,704	217,444	5,399	53	3,33,04,612
<i>In Revenue Courts.</i>						
Not exceeding ... Rs. 5			2,047	494	.....	9,039
Ditto 20			2,965	789	.....	42,024
Ditto 100			2,128	555	.....	1,23,415
Ditto 500			489	131	.....	1,20,049
Ditto 1,000			74	32	.....	79,024
Ditto 5,000			16	11	.....	46,677
Ditto 10,000			1	2	.....	20,399
Ditto 1,00,000				1	.....	18,439
Exceeding 1,00,000				10	.....	.....
Total in Revenue Courts ...			7,718	2,025		4,59,065
Grand Total ...		42,704	225,162	7,424		3,37,63,677

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B.—JUDICIAL STATEMENTS.—^{*}(Continued.)

- 8.—(Civil).—Statement showing the general result of the trial of Civil Suits in the Courts of Original Jurisdiction in the year 1871.

B.—JUDICIAL

8.—(Civil).—Statement showing the general result of the trial of Civil Suits

CLASS OF COURTS.	Suits remaining from last year.	Instituted in 1871.	Received by transfer.	Total for disposal.	Transferred to other Courts.	Plaint rejected or returned.	Dismissed for default.	Withdrawn with leave.	Compromised.	Decreed on confession.
Village Courts ... ..	...	.....	...	.....	...	...	.....	...	.....	.....
Small Cause Courts	2,984	42,191	405	45,580	168	111	5,036	1,022	4,643	9,173
Unpaid local tribunals ... ..	...	.....	...	.....	...	...	.....	...	.....	.....
Paid sub-divisional tribunals (Moonsiffs' Courts)	27,117	220,430	18,690	266,177	15,283	846	11,196	4,071	20,465	31,737
District courts other than chief courts of districts (Subordinate Judges' Courts)	1,335	5,317	778	7,430	389	46	411	85	352	560
Chief courts of districts (District Judges' Courts)	237	22	140	190	13	...	1	5	13	4
Superior courts of general (High Court, Original Side) jurisdiction	412	641	...	1,053	...	3	50	66	36	73
Superior courts of special jurisdiction { Admiralty	13	2	...	15	...	...	.....	...	12	.....
{ Testamentary... ..	...	.....	...	.....	...	...	...	...	.....	.....
{ Matrimonial ... ..	...	.....	...	.....	...	...	.....	...	.....	.....
{ Insolvent	185	72	...	207	...	...	.....	...	.....	.....
{ Divorce	3	5	...	8	...	...	.....	1	.....	.....
Total	32,036	268,730	19,903	320,669	15,853	1,000	16,694	5,250	25,511	41,546
Revenue Courts.										
Unpaid local tribunals ... ..	...	.....	...	.....	...	...	.....	...	.....	.....
Paid sub-divisional tribunals	304	4,813	19	5,136	5	127	798	270	391	640
Courts of Collectors	675	2,197	37	2,909	20	135	263	18	242	293
Total	979	7,01	56	8,045	25	262	1,061	291	633	933
Grand Total	33,015	275,740	19,959	328,714	15,878	1,263	17,755	5,541	26,144	42,484

STATEMENTS.—(Continued.)

in the Courts of Original Jurisdiction in the year 1871.

Decreed <i>ex parte</i> .	Dismissed <i>ex parte</i> .	CONTESTED.		Total disposed of.	Pending.	Over 2 months.	Over 4 months.	AVERAGE DURATION OF SUITS.		Referred to arbitration.	REMARKS.
		for judgment plaintiff in whole or part.	Judgment for defendant.					Contested.	Uncontested.		
								Y. M. D.	Y. M. D.		
...	...	...	...	...	...	...	...	...	...	...	
10,745	2,930	5,609	3,199	42,527	2,885	261	70	0 0 29'43	0 0 23'68	280	(a.)—Including 7 cases which had been erroneously omitted, and excluding 32 which had been erroneously included in the local returns for 1870; hence the discrepancy in the cases pending at the close of 1870.
...	...	...	...	...	...	...	...	...	...	...	
64,246	19,559	45,048	22,987	220,146	30,749	5,826	6,795	0 3 23'88	0 2 4'16	1,040	(b.)—Excluding 65 cases which had been erroneously included in the local returns of 1870.
1,441	71	1,663	685	5,314	1,727	492	594	0 5 16'98	0 1 27'93	29	(c.)—Including one case which had been erroneously omitted in the local returns for 1870.
13	...	62	31	129	57	11	29	0 5 22'25	0 3 3'61	3	(d.)—No returns from Khasi Hills, which had shown 7 cases pending at the end of 1870.
189	1	122	44	589 ^e	464	68	339	.....	.....	5	^e The excess of 5 in this statement over the aggregate of preceding columns is explained by the item in the last column "referred to arbitration."
...	...	2	...	14	1	1	...	.....	.....	...	
...	...	...	...	...	...	...	...			...	
...	...	...	...	...	...	...	...			...	
...	...	...	...	98 ^f	109	...	...	.....	.....	...	
3	...	...	...	4	4	...	4	.....	.....	...	
...	...	...	...	...	...	...	...			...	
76,637	22,561	52,566	26,946	263,620	35,996	6,659	7,831	.....	.....	1,357	Details:— f Dismissed or withdrawn ... 33 Insolvent sworn and discharged ... 65 98 Besides applications for protection orders ... 23 Vesting and other orders ... 614 637
...	...	...	...	...	...	...	...			...	
800	179	1,032	455	4,757	874	62	16	0 1 1'8	0 0 25'12	2	
534	104	709	300	2,601	288	37	28	0 1 10	0 1 7'5	...	
1,394	283	1,741	755	7,358	662	99	43	.....	.....	2	
78,031	22,844	54,307	27,701	276,178	36,658	6,758	7,874	.....	.....	1,359	

B.—JUDICIAL STATEMENTS.—(Continued.)
9.—(Civil).—Statement showing the business of the Civil and Revenue Appellate Courts in the year 1871.

CLASS OF COURTS.	Remaining.	Instituted.	Received by transfer.	Total.	Transferred.	Dismissed for default or under sections 5 and 6 of Act XXIII of 1861.	Heard <i>ex parte</i> .				Contested.			Total disposed of.	Pending.	Over four months.	Objections under section 348, Act VIII of 1859.	Objections allowed.
							Confirmed.	Modified.	Reversed.	Confirmed.	Modified.	Reversed.	Remanded.					
Civil appellate courts other than chief court of district (Subordinate Judges Courts) ...	1,708	280	11,182	13,170	613	282	97	38	54	5,253	718	2,060	687	9,109	3,358	1,732	308	96
Collector's appellate courts ...	90	616	.....	706	4	50	8	...	6	401	22	122	60	604	38	4	.....	...
Chief appellate court of district (District Judges' Courts) ...	2,900	16,521	1,084	20,505	9,981	283	83	8	84	3,554	303	1,355	557	6,237	4,347	1,581	219	35
Revenue appeals ...	726	4,171	784	5,681	1,084	86	56	2	23	1,398	176	602	421	2,764	983	212	84	31
Superior appellate courts other than chief court of province, each class of court being specified ...	...	.....	.....	.....	.....	...	...	...	...	...	...	...	...	.....	...	...	.....	...
Regular appeals from Judges of Bench in original jurisdiction ...	15	45	.....	60	.....	5	8	...	2	31	4	6	2	53	7	...	.....	...
Chief court of province (High Court).	202	287	.....	489	.....	19	...	...	...	171	12	58	25	285	204	...	.....	...
Regular appeals from courts ...	1,433	1,897	.....	2,830	.....	71	...	...	...	1,297	83	281	397	2,079	761	...	.....	...
Special appeals ...	7,134	23,317	13,060	43,501	12,682	771	242	43	119	12,106	1,358	4,484	2,129	21,251	9,668	3,529	606	162
Total ...																		

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B.—JUDICIAL STATEMENTS.—(Continued.)

10.—(Civil).—Statement showing the execution of the decrees of the Civil and Revenue Courts in the year 1871.

CLASS OF COURTS.	APPLICATIONS TO EXECUTE DECREES.				Decrees completely executed.	Decrees partially executed.	Pending at the end of session being given.	NATURE AND NUMBER OF COERCIVE PROCESSES ISSUED.						
	Pending.	Filed.	Received for trans.	Total.				Imprisonment of person.	Movable property.		Immovable property.		Orders under section 213, Code of Procedure.	
									Attached.	Sold.	Attached.	Sold.		
Village Courts ... ..	.....	.....	.....	.....	.....	21,405	1,002	.....	1,904	7,318	2,203	184	.....	.....
Small Cause Courts	2,133	26,784	46	28,963	5,568	.....	.....	.....	.....	.....	.....	.....	.....	.....
Unpaid local Tribunals ... ..	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Paid Sub-divisional Tribunals (Munsiffs' Courts.)	29,698	166,113	11,185	206,006	55,773	118,175	32,544	4,681	4,156	37,513	12,529	37,500	12,508	145
District Courts other than Chief Courts of Districts (Subordinate Judge's Courts.)	3,019	10,694	563	14,236	3,804	7,436	3,019	445	229	1,728	513	3,290	990	50
Chief Courts of Districts (District Judge's Courts)	347	900	857	2,104	510	1,185	414	27	94	269	86	343	154	.....
Revenue Courts	1,125	5,045	.....	6,179	2,016	3,523	640	81	76	568	673	962	543	.....
Grand Total	36,232	209,605	12,656	258,493	67,069	151,814	38,219	5,236	6,729	47,806	16,064	42,374	14,201	294

a. b. c.—The difference (401) between column 5 and the aggregate of columns 6, 7, and 8, is attributable to transfers.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

B.—JUDICIAL STATEMENTS.—(Continued.)

11.—(Criminal).—Statement showing use of Juries and Assessors in the Criminal Courts in the year 1871.

Class of Courts in which jurors or assessors are employed, distinguishing criminal from civil courts.	Established or average number of jury or assessors in each case, and prescribed qualification.	Number of cases tried by jury.	Number of cases with assessors.	JURY TRIALS.		ASSESSORS' TRIALS.		Note showing in what classes of cases juries and assessors have been principally employed.	REMARKS.
				Case in which the Judge approved of the verdict.	Case in which the Judge did not approve of the verdict.	Number of cases in which Judges agreed with assessors.	Number of cases in which Judges differed from assessors.		
Courts of Session...	7 jurors or 2 assessors' qualifications as given in section 338, Code of Criminal Procedure; exceptions as per section 334.	437	1,182*	384	53	1,040	140	Juries are employed in the trial of all offences (including abetments and attempts) under chapters VIII, XI, XVI, XVII, XVIII, of the Indian Penal Code in eight regulation districts. All other offences are tried with assessors.	*Of these, 2 cases were dealt with under section 372, C. C. P.
High Court, ordinary original jurisdiction.	The established number is 12. For qualification see jury rules of 1869.	100 cases were tried by jury; 3 cases were struck out under section 8, Act XIII of 1865, and in 32 cases the prisoners pleaded guilty; total number of cases 135.	.....	...	...	...	...	In criminal trials only.	

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

B.—JUDICIAL STATEMENTS.—(*Continued.*)

- 12.—*General Statement of Deeds registered in the Registration Offices of the Province of Bengal in the year 1871-72.*

B.—JUDICIAL

12.—General Statement of Deeds registered in the Registration

DISTRICTS.		Number of registration offices.	REGISTRATIONS AFFECTING							Ordinary fees paid for the same.
			COMPULSORY.							
			Instruments of gift (section 17, clause 1).	Instruments of sale, mortgage, &c. (section 17, clause 2).	Acknowledgments of consideration on account of ditto (section 17, clause 3).	Perpetual leases (section 17, clause 4.)	All leases (other than perpetual leases) which have been compulsorily registered under section 17, clause 4.	Total of compulsory registrations.		
<i>Bengal.</i>									Rs. As. P.	
General Registry Office			1	66			11	78	847 8 0	
1	Burdwan	5	26	2,786		1,051	1,196	5,059	4,755 0 0	
2	Bancoorah	2	7	941		952	753	2,652	1,866 8 0	
3	Beerbhoom	1	17	827		148	1,423	2,415	1,921 8 0	
4	Midnapore	3	21	1,357	1	512	1,350	3,241	3,240 0 0	
5	Hooghly	5	19	2,234	4	656	1,995	4,898	4,206 0 0	
6	Howrah	1	12	975	78	953	213	2,231	2,043 8 0	
6	24-Pergunnahs	8	36	3,359	3	1,924	4,146	9,463	7,214 0 0	
7	Calcutta	1	36	1,487	1	7	590	2,121	9,620 8 0	
7	Nuddea	6	10	802	11	1,453	2,603	4,879	3,016 8 0	
8	Jessore	6	5	889		8,393	665	9,052	5,595 0 0	
9	Moorshedabad	4	15	910	3	466	399	1,793	2,066 0 0	
10	Dinagopore	1	8	242	1	23	214	487	764 6 0	
11	Maldah	1	2	447		281	80	810	775 0 0	
12	Rajshahye	2	8	252	9	248	576	1,003	1,185 8 0	
13	Rungpore	2	20	766		83	903	1,772	1,788 0 0	
14	Bograh	1	4	106		59	446	615	479 8 0	
15	Pubna	2	13	322	4	677	796	1,812	1,282 8 0	
16	Darjeeling	2		126			7	133	317 8 0	
17	Julpigoree	2	6	510		48	283	852	746 8 0	
18	Dacca	5	36	2,050	2	523	1,568	4,179	4,552 8 0	
19	Furreedpore	2	8	513		3,066	590	4,777	2,836 0 0	
20	Backergunge	8	17	1,746	2	7,382	4,507	13,651	8,554 8 0	
21	Mymensingh	4	22	1,147	1	243	3,975	5,388	4,223 8 0	
22	Sylhet	3	46	1,841		21	151	2,050	2,434 0 0	
23	Cachar	2	2	379			125	506	484 0 0	
24	Chittagong	3	2	1,336		10,015	510	11,863	6,683 8 0	
25	Noakhally	4	10	1,233	2	4,713	795	6,758	4,320 8 0	
26	Tipperah	3	15	853	7	1,064	5,461	7,397	5,640 0 0	
<i>Behar.</i>										
27	Patna	4	20	2,359	71	159	1,667	4,266	6,180 0 0	
28	Gya	4	20	1,770	121	212	1,983	4,105	5,565 0 0	
29	Shahabad	4	3	1,971		24	1,202	3,200	4,907 8 0	
30	Tirhoot	6	23	2,911		57	3,310	6,301	8,509 8 0	
31	Sarun	2	13	1,372	37	59	1,781	3,262	4,875 8 0	
32	Chumpanun	2	3	185	1	22	5,184	5,395	2,829 8 0	
33	Monghyr	3	12	1,500		70	2,159	3,741	4,183 8 0	
34	Bhaugulpore	4	16	888	1	52	1,921	2,878	2,028 0 0	
35	Purneah	3	6	635		204	2,707	3,552	3,192 8 0	
36	Sonthal Pergunnahs	7		195		56	924	1,175	738 8 0	
<i>Orissa.</i>										
37	Cuttack	4	10	735	4	31	174	954	1,106 8 0	
38	Pooree	2	4	727		9	150	896	885 0 0	
39	Balasore	2	4	368	18	15	127	532	553 8 0	
<i>Chota Nagpore.</i>										
40	Hazareebaugh	3	7	374	14	135	941	1,471	1,436 0 0	
41	Lohardugga	2	3	538	60	175	437	1,213	1,318 0 0	
42	Singbhoom	1		42		12	195	249	169 0 0	
43	Maunbhoom	2	3	301		414	711	1,420	1,168 8 0	
<i>Assam.</i>										
44	Gowalparah	2	3	77			321	401	260 0 0	
45	Kanroop	2	1	104	1	6	2	114	290 0 0	
46	Darrang	3	2	3			2	7	7 0 0	
47	Nowgong	1	1	30				31	61 8 0	
48	Seclsaugor	3	3	10	13	2		28	77 0 0	
49	Luckimpore	2		20		7		27	59 8 0	
50	Khasi and Jyntia Hills Joint Stock Companies			4				4	8 0 0	
Total			157	579	47,625	470	47,181	62,222	158,077	1,43,133 0 0

STATEMENTS.—(Continued.)

Offices of the Province of Bengal in the year 1871-72.

IMMOVABLE PROPERTY. BOOK I.

OPTIONAL.								Total value of immovable property transferred.
Instruments of sale, mortgage, &c. of value less than Rs. 100 (section 13, clause 1.)	Acknowledgments of ditto (section 18, clause 2.)	Leases for one year or less, &c. (section 18, clause 3) and leases exempted under proviso in section 17.	Awards (section 18, clause 4.)	Miscellaneous registrations under section 18, clause 7, other than certified copies of decrees and orders of court.	Certified copies of decrees and orders of court.	Total of optional registrations relating to immovable property.	Ordinary fees paid for the same.	
							Rs. As. P.	Rs.
5,602		2	.....	29	.....	2	4 0 0	27,31,751
1,802		54	.....	23	.....	5,694	2,978 0 0	31,12,573
1,891		4	.....	64	.....	1,829	934 0 0	4,84,131
2,898		9	.....	18	.....	1,956	1,075 8 0	10,56,951
3,139		7	.....	33	.....	2,927	1,558 0 0	17,03,093
985		75	.....	39	.....	3,170	1,677 0 0	16,40,826
4,784		222	.....	43	.....	1,118	642 0 0	9,95,200
20		10	.....	293	.....	5,055	2,681 0 0	23,22,445
1,154		154	.....	36	.....	328	1,098 0 0	1,67,66,137
2,590		22	.....	77	.....	1,382	811 0 0	9,69,726
1,017		9	.....	343	.....	2,693	1,404 0 0	8,98,193
305				26	.....	1,373	805 0 0	13,22,365
636		27	.....	38	.....	351	258 0 0	6,95,501
133		1	.....	0	.....	701	423 8 0	3,20,883
650		17	.....	63	.....	144	110 0 0	7,36,077
43		29	.....	7	.....	762	510 0 0	9,53,779
365		5	.....	6	.....	109	121 8 0	1,63,688
20				36	.....	377	194 8 0	3,96,557
345		2	.....	114	.....	26	18 0 0	4,38,022
1,052		75	.....	13	.....	385	230 8 0	3,23,709
1,044		13	.....	2,253	.....	1,241	891 8 0	25,43,587
3,386		19	.....	84	.....	1,073	678 8 0	4,26,821
906		39	.....	53	.....	5,061	3,937 0 0	27,43,527
631		37	.....	3	.....	733	629 0 0	16,13,246
632		1	.....	8	.....	789	452 0 0	9,21,632
1,396		28	.....	35	.....	636	319 0 0	2,56,133
1,761		59	.....	117	.....	1,506	920 0 0	10,56,698
888		23	.....	183	.....	1,824	950 0 0	8,29,378
643		9	.....	140	.....	1,068	711 0 0	11,69,225
512		9	.....	43	.....	856	812 8 0	44,57,097
532		5	.....	160	.....	669	923 8 0	35,97,527
723		20	.....	34	.....	584	443 8 0	22,92,596
479		1	.....	6	.....	888	1,211 0 0	62,22,231
31		3	.....	85	.....	582	436 8 0	36,02,018
437		18	.....	59	.....	41	62 0 0	9,32,599
264		5	.....	49	.....	528	822 0 0	28,70,681
924		4	.....	10	.....	341	573 8 0	21,26,469
259						979	610 0 0	16,95,611
1,155		3	.....	35	.....	303	174 0 0	2,20,548
1,390		4	.....	4	.....	1,195	642 0 0	6,43,583
718		6	.....	12	.....	1,399	725 0 0	3,74,791
183		58	.....	101	.....	737	391 0 0	3,05,239
336		26	.....	21	.....	345	215 8 0	6,17,169
23		3	.....	1	.....	395	220 0 0	5,60,924
467						24	12 8 0	34,827
57		3	.....	2	.....	462	232 0 0	4,62,079
82				7	.....	62	32 0 0	1,47,313
5				7	.....	89	83 0 0	1,69,673
30				1	.....	12	57 4 0	22,243
6						33	17 0 0	30,678
5						8	5 0 0	44,671
.....		1	.....	.....	.....	8	6 8 0	54,638
.....						1	5 0 0	18,143
49,197	46	1,111	10	4,911	156	55,431	35,505 13 0	7,96,27,302

B.—JUDICIAL

12.—General Statement of Deeds registered in the Registration

DISTRICTS.	REGISTRATIONS AFFECTING MOVABLE PROPERTY, BOOK IV.					Number of sealed covers deposited, Book V.	Number of wills registered, Book III.	Number of written authorities to adopt other than those conferred by will, Book III.
	Conveyances, &c., of movable property and receipts for the same.	Obligations for payment of money.	Other personal contracts.	Total of registrations in Book IV.	Ordinary fees paid for the same.			
Bengal.								
General Registry Office					Rs. As. P			
1 Burdwan	37	933	90	1,069	1,010 0 0		108	2
2 Bancoorah	15	193	67	275	306 0 0	1	8	
3 Beerbhoom	29	197	48	274	326 0 0	1	20	
4 Midnapore	29	810	178	1,017	1,055 8 0		19	1
5 Hooghly	48	553	126	727	677 0 0		40	
6 Howrah	32	289	60	381	448 0 0		27	
24-Pergunnahs	154	2,539	535	3,228	2,899 8 0		50	
7 Calcutta	49	346	283	678	1,361 0 0	7	46	
8 Nuddea	91	1,998	529	2,618	2,135 8 0		44	
9 Jessore	79	3,484	240	3,303	2,682 8 0		13	1
10 Moorshedabad	28	258	118	404	600 0 0		84	
11 Dinagopore	9	48	50	17	238 0 0		15	1
12 Maldah	9	94	65	168	135 0 0	2	21	1
13 Rajshahye	41	300	120	461	495 8 0	1	38	1
14 Rungpore	14	113	118	245	326 0 0		15	1
15 Bograh	8	45	23	76	110 0 0		15	4
16 Pubna	23	408	147	578	552 0 0		22	1
17 Darjeeling	3	69	7	79	73 8 0			
18 Julpigoree	7	146	93	246	283 8 0	1	5	
19 Dacca	130	403	631	1,124	1,339 8 0	2	71	2
20 Furreedpore	57	278	86	421	322 8 0		22	
21 Backergunge	61	1,432	443	1,936	1,806 0 0	1	33	1
22 Mymensing	20	206	122	338	498 0 0		54	9
23 Sylhet	16	53	50	128	146 8 0		19	
24 Cachar	11	36	8	55	79 0 0	3	3	
25 Chittagong	25	204	201	430	442 0 0		20	
26 Noakhally	57	218	354	629	550 8 0		11	
26 Tipperah	36	172	324	532	637 0 0		18	1
Behar.								
27 Patna	72	410	130	612	942 8 0		11	
28 Gya	46	529	183	768	877 8 0		7	
29 Shahabad	37	136	180	362	546 8 0		2	
30 Tirhoot	183	800	331	1,314	1,583 8 0		4	
31 Sarun	71	405	68	544	923 8 0		6	
32 Chumparun	29	201	94	324	743 0 0			
33 Moughyr	41	417	69	527	715 0 0	1		
34 Bhaugulpore	208	312	206	726	1,157 8 0		3	
35 Purneah	39	179	95	313	414 0 0		2	
36 Sonthal Pergunnahs	36	684	73	793	596 8 0			1
Orissa.								
37 Cuttack	8	171	101	280	339 0 0	1	5	
38 Pooree	8	206	69	273	272 8 0		28	
39 Balasore	10	105	17	132	121 8 0	1	6	
Chota Nagpore.								
40 Hazareebaugh	21	344	67	432	506 8 0			
41 Lohardugga	15	295	49	359	424 0 0			
42 Singbhoom		7	4	11	11 8 0			
43 Maunbhoom	19	118	79	256	260 8 0		1	
Assam.								
44 Gowaiparah	3	43	39	85	90 8 0			
45 Kamroop	7	172	36	215	188 8 0		11	
46 Durrung	1	5	50	65	137 0 0		4	
47 Nowgong	14	21	19	54	68 0 0		2	
48 Seesaugor	5	159	93	259	561 8 0		1	
49 Luckimpore		28	42	70	89 0 0	1		
50 Khaasi and Jyntia Hills								
Joint Stock Companies								
Total	1,991	21,672	7,138	30,301	33,255 0 0	20	934	27

* This column is blank, because there is no corresponding column

STATEMENTS.—(Concluded.)

Offices of the Province of Bengal in the year 1871-72.

Number of registrations under section 24.	Number of registrations under section 34.	Number of refusals to register.	Number of powers of attorney attested.	Number of searches or applications for copies.	RECEIPTS.		Total extra-ordinary fees and fines.	Total expenditure.	REMARKS.
					Total ordinary fees, including the entries in columns 9, 17, and 23, and the total fees paid for registrations under columns 23 and 26.				
					Rs. As. P.	Rs. As. P.	Rs. As. P.		
7	106	233	228	28	851 8 0	2,099 6 10	87,233 6 2		
1	25	48	35	85	9,183 0 0	9,527 7 9	13,073 3 10		
44	34	121	35	121	3,078 8 0	1,459 14 0	2,547 0 3		
60	159	282	5,942	8 0	3,403 0 0	1,911 3 6	3,610 7 2		
11	116	271	224	6,720	8 0	3,744 9 3	3,282 8 8		
3	23	87	105	3,241	8 0	5,184 4 6	6,511 2 0		
3	93	368	508	12,904	8 0	2,083 1 9	3,326 12 9		
21	5	819	385	12,263	8 0	9,891 8 3	14,521 10 2		
2	86	271	176	6,139	0 0	18,236 4 6	12,767 13 10		
3	68	262	357	9,797	8 0	3,672 0 6	6,332 8 1		
2	35	296	154	3,813	0 0	6,355 11 2	8,773 1 5		
2	17	72	58	1,374	0 0	3,622 11 0	4,909 13 11		
8	85	60	62	1,426	8 0	1,181 14 0	1,194 8 3		
1	2	164	108	1,947	0 0	881 5 0	1,327 9 9		
6	45	190	97	2,683	0 0	1,837 4 0	2,704 6 9		
2	7	66	34	787	0 0	2,361 9 0	2,566 5 4		
4	6	149	144	2,121	0 0	634 1 3	800 13 0		
1	1	30	31	408	0 0	1,832 5 9	2,556 0 9		
3	25	69	16	1,230	8 0	242 6 0	923 10 4		
9	142	567	424	7,073	8 0	494 1 0	1,004 6 3		
11	34	147	146	3,825	8 0	7,888 10 3	7,535 2 3		
7	149	342	533	14,523	8 0	2,587 10 0	5,151 7 10		
10	50	290	183	5,602	8 0	10,120 3 6	12,077 7 5		
5	25	162	174	3,115	8 0	4,384 12 6	4,923 5 8		
11	10	49	40	894	8 0	2,496 0 6	2,175 0 9		
26	242	140	245	8,123	8 0	637 4 6	1,303 7 10		
29	162	100	204	5,965	0 0	3,473 9 6	10,564 6 11		
6	52	263	276	6,484	0 0	2,547 7 6	5,862 9 3		
						3,300 8 3	7,122 6 9		
26	14	372	716	7,985	0 0	10,602 4 0	9,549 2 10		
1	16	200	504	7,394	0 0	5,110 2 9	6,097 2 7		
2	33	194	222	5,005	8 0	2,652 8 0	4,313 9 3		
18	42	468	514	11,320	0 0	5,989 8 0	8,982 13 6		
22	43	162	591	6,239	8 0	3,330 0 8	4,178 4 3		
9	24	50	59	3,634	8 0	502 10 0	3,770 7 7		
1	107	129	209	5,520	8 0	3,498 1 6	5,817 12 9		
5	65	169	276	4,671	0 0	2,890 0 0	4,633 6 7		
2	43	134	162	4,224	8 0	2,078 4 0	3,898 8 6		
1	26	40	27	1,513	0 0	394 1 0	3,306 12 8		
5	6	75	112	2,107	8 0	1,544 4 9	2,750 5 0		
1	7	73	61	1,994	8 0	652 2 9	2,023 3 6		
2	3	43	67	1,090	0 0	714 0 0	1,781 5 6		
1	9	67	22	2,158	0 0	552 3 0	2,419 5 7		
2	20	59	70	1,962	0 0	961 10 9	2,083 0 2		
1	1	3	2	193	0 0	24 14 0	419 7 6		
2	26	30	37	1,665	0 0	553 1 0	1,419 15 1		
1	3	33	5	382	8 0	177 15 0	835 7 9		
2	3	33	24	515	8 0	383 0 0	393 6 9		
1	8	4	4	217	4 0	55 11 6	595 6 1		
1	21	8	8	144	8 0	103 15 3	406 3 4		
1	41	20	20	647	8 0	118 12 0	905 13 11		
1	32	4	4	155	0 0	67 8 0	420 2 0		
1	4	2	2	13	0 0	18 4 0	18 2 0		
1	...	...	...	...	...	3,189 0 0	726 4 9		
281	2,204	8,192	9,265	2,15,743	13 0	1,57,393 1 5	2,30,961 4 9		

for the required information in the departmental returns.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secretary to the Govt. of Bengal.

1.—General Return showing number and distribution of

CLASS OF JAILS.		Number of Jails.	NUMBER OF PRISONERS DURING THE YEAR.												
			Remaining from last year.	Committed during the year.	Received from other Jails.	Total in Jail during the year.	Judicially released by acquittal, expiry of sentence, payment of fine, &c.	Released for good conduct.	Released on account of sickness.	Transferred to Lunatic Asylums.	Escaped.	Died.	Executed.	Transferred to other Jails.	Average number in Jail during the year.
Central Jails	...	7	5,657	2,614	2,591	10,295	4,049	19	2	11	24	202	5	795	4,868
District	"	54	12,553	28,608	6,958	48,134	31,519	52	80	8	152	516	66	3,233	12,824
Look-ups	...	87	1,051	20,463	114	21,628	12,480	...	...	+	43	41	...	7,821	1,328
Total	...	148	18,696	51,685	9,676	80,057	48,639	71	82	19	219	759	71	11,869	18,920

PRISONS.

Prisoners in the Jails of the Lower Provinces for the year 1871.

NUMBER OF PRISONERS ON THE LAST DAY OF THE YEAR.															Number of punishments for breaches of Jail discipline.		
Under sentence of transportation.	Under sentence of rigorous imprisonment.						Under sentence of simple imprisonment.			Under trial.	Civil prisoners.	Revenue prisoners.	In transit to other Jails.	Total.	By flogging.	Other punishments.	
	Life.	10 years and above.	Above 5 but not exceeding 10 years.	Above 2 but not exceeding 5 years.	Above 6 months but not exceeding 2 years.	Not exceeding 6 months.	More than 7 years.	More than 6 months.	Not more than 6 months.								
81	...	374	1,738	1,356	1,141	345	...	37	28	83	14			5,197	409	2,062	
303	...	333	1,420	2,713	3,546	2,690	...	379	186	804	90			*12,488	1,805	4,547	
→	No data for look-ups. Convicted prisoners in lock-ups on 31st December 1871.						} ...	...	754	490	9	Included with civil prisoners.	No data.	1,243	No data.		
384	...	707	3,168	4,069	4,689	3,044	...	416	978	1,367	113	...	...	*18,028	2,214	6,609	

* Including 3 prisoners sentenced to capital punishment.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

2.—Statement showing the sickness, mortality, &c., of prisoners

Name of each jail.	Rank of medical or other officer in charge.	Average percentage of mortality during last 10 years.	Character of jail and jail buildings.
<i>Central Jails.</i>			
Dehree convict camp	Uncovenanted Medical Officer.	7.92	Temporary buildings, not crowded
Alipore { Europeans	{ Surgeon, Uncovenanted	{	{ The plan is irregular, buildings pucca
{ Natives ...	{ Medical Officer.	{ 4.43	{ Pucca a new wall enclosing more ground is in
Russa ...	{ Ditto ditto ...	{ 4.53	{ course of construction; slightly overcrowded.
Hazareo- { European	{ Surgeon and Assistant	2.66	On radiating plan; pucca; not crowded
baugh { Peniten-	{ Surgeon.	2.18	Pucca; in course of construction; prisoners accom-
Central ...	{		modated in temporary huts, not crowded.
Bhaugulpore Central	Ditto ditto ...	6.70	The district jail is pucca. The Central jail is in
			course of building, and the prisoners have been
			accommodated in temporary huts; there has not
			been any overcrowding.
Midnapore Central ...	Apothecary and Assistant Surgeon	4.82	District jail is pucca. Central jail in course of
			construction; it is also pucca. Most of the pri-
			soners were accommodated in temporary huts;
			there was some overcrowding.
<i>District Jails.</i>			
Burdwan ...	Surgeons ...	5.12	Pucca; not crowded
Bancoorah ...	Apothecary ...	3.41	No particulars; much overcrowded
Beerbhoom ...	Ditto ...	8.28	Pucca buildings surrounded by a pucca wall
			forming a parallelogram with internal division
			walls for separating hajut and civil prisoners.
Hooghly ...	Honorary Surgeon ...	7.47	Pucca; not crowded
Howrah ...	Surgeons and Magistrate	7.16	Pucca; has been reduced to a lock-up
Nuddea ...	Surgeon	8.29	No particulars
Jessore ...	Uncovenanted Medical Officer.	3.47	No particulars; much overcrowded, but prisoners
			were accommodated in workshops and temporary
			buildings.
Moorshedabad	Magistrate ...	8.28	Pucca; sometimes overcrowded
Dinapore ...	Uncovenanted Medical Officer.	9.80	Pucca; a large jail not crowded
Maldah ...	Magistrate ...	6.04	Pucca wall and buildings with tiled roof, generally
			overcrowded.
Rajshahye ...	Surgeon ...	6.15	Pucca walls with 9 pucca and 6 cutcha wards; not
			crowded.
Rungpore ...	Uncovenanted Medical Officer.	12.07	Oblong with cutcha workshops outside enclosure.
Bogra ...	Ditto ditto ...	7.37	Barracks and walls pucca; not crowded.
Patna ...	Ditto ditto ...	5.20	Cutcha; occasionally overcrowded
			Cutcha with a pucca wall on three sides; frequently
			overcrowded.
Darjeeling	Surgeons ...	6.25	Pucca; not crowded
Julpigoree ...	Deputy Commissioner ...	10.97	Temporary structure of bamboo and mats; over-
			crowded, but long-term prisoners are sent to
			Purneah.
Dacca ...	Magistrate ...	3.35	Pucca buildings, the walls of which have recently
			been raised; no overcrowding.
Furreedpore ...	Uncovenanted Medical Officer.	3.16	Jail rectangular; walls and wards (except one)
			pucca; sometimes overcrowded.
Backergunge ...	Surgeon	12.57	Pucca throughout
Mymensing ...	Uncovenanted Medical Officer.	5.25	Some of the buildings are pucca, others of a
			temporary nature.
Sylhet ...	Assistant Surgeon	5.54	Pucca; occasionally crowded
Cachar ...	Ditto ditto ...	9.70	All temporary buildings; put up after the jail was
			destroyed by the earthquake of 1869; sometimes
			overcrowded, but good ventilation.
Chittagong ...	Surgeon	3.65	Pucca; one building two storied; not crowded
Noakhally ...	Uncovenanted Medical Officer.	1.98	Pucca; no crowding
Tipperah ...	Ditto ditto ...	2.22	A pucca building with two floors, sometimes
			overcrowded.
Meotapore ...	Magistrate and Joint-Magistrate.	6.80	Pucca, and generally overcrowded
Gya ...	Uncovenanted Medical Officer and Magistrate.	7.06	Pucca; not crowded

PRISONS.—(Continued.)

in each prison of the Lower Provinces for the year 1871.

Superficial feet within jail walls to each prisoner.	C. Ft.	Diet scales in each jail according to Jail Code. (For details of each scale of diet see end of this statement.)		Average number in jail during the year.	Sick in hospital.					Released on account of sickness.	Died from all causes.	Total died and released without cure.	Percentage of deaths to average strength.	Percentage to average strength of deaths and releases for sickness taken together.
		Labouring scales.	Non-Labouring scales.		Remaining at end of last year.	Received this year.	Discharged cured or transferred.	Remaining.	Average number in hospital during the year.					
		Nos.	Nos.											
	...	2 & 3	2	460	4	392	373	13	11'44	...	10	10	2'17	2'17
	327	{ 5 E 1, 2, 3 & 4 1, 2 & 4	1 & 2	1,095	96	2,018	2,748	167	133'07	...	100	109	5'46	5'46
	...			239	12	599	631	14	14'27	...	16	16	6'69	6'69
	893	{ 5 E 2	2	592	...	52	49	2	2'21	...	1	1	2'38	2'38
	...			592	19	631	529	7	15'69	...	13	14	2'19	2'36
	285	1 & 2	1 & 2	550	6	294	167	10	9'96	1	31	32	5'64	6'18
	57	1, 2 & E 5	1	930	45	603	613	13	23'62	...	22	22	2'24	2'24
	730	1 & 2	1 & 2	213	7	594	528	54	12'22	5	14	19	6'57	8'92
	272	1 & 2	1 & 2	237	4	81	80	...	3'69	1	4	5	1'39	1'74
	484	1 & 2	1 & 2	193	3	324	314	8	10'30	...	5	5	2'62	2'52
	450	1, 2 & 3	1, 2 & 3	511	28	1,176	1,137	26	24'27	1	40	41	7'33	8'02
	509	1 & 2	1 & 2	91	4	107	107	3	5'04	...	1	1	1'09	1'09
	366	1 & 2	1 & 2	306	7	189	186	8	10'33	...	2	2	'65	'65
	53	1 & 2	1	435	21	710	699	23	24'37	...	18	18	4'01	4'01
	341	1 & 2	1	180	13	270	271	4	12'48	3	5	8	2'77	4'44
	640	1 & 2	1	349	17	902	830	13	23'07	...	21	21	6'01	6'01
	142	1 & 2	1	76	5	143	137	4	4'42	...	7	7	9'21	9'21
	297	1 & 2	1 & 2	558	17	451	414	13	17'37	6	36	41	6'27	7'34
	469	1 & 2	1 & 2	274	13	433	418	9	11'16	1	18	19	6'67	6'93
	303	1 & 2	1	89	7	131	125	3	4'94	...	10	10	1'12	1'12
	284	1 & 2	1	140	11	465	474	1	9'97	...	1	1	'71	'71
	238	1, 2 & 3	1, 2 & 3	48	...	16	14	...	'60	1	1	2	2'08	4'16
	...	1 & 2	1 & 2	92	9	135	116	6	5'28	6	17	23	18'47	25'00
	281	1, 2 & 4	1	631	14	489	476	7	16'72	8	18	21	2'85	3'33
	447	1	1	377	3	265	251	13	7'79	2	2	4	'53	1'06
	362	1, 2 & 3	1	380	12	263	234	11	10'11	...	30	30	7'90	7'90
	235	1, 2 & 3	1	442	16	263	268	8	6'95	...	12	12	2'71	2'71
	367	1, 2 & 3	1	396	2	360	335	12	11'56	3	12	15	3'03	3'78
	433	1, 2 & 3	1	119	6	250	249	4	5'27	1	2	3	1'62	2'62
	513	1, 2 & 4	1 & 4	230	3	184	179	...	6'43	...	8	8	3'43	3'43
	286	1	1	179	4	267	265	4	6'61	...	1	2	'60	1'11
	350	1 & 2	1	284	2	111	106	3	4'23	1	3	4	1'05	1'40
	432	2 & E 5	2 & E 5	433	4	391	378	6	9'25	3	8	11	1'76	2'42
	411	2	2	397	...	473	438	13	16'89	8	14	22	3'62	5'64

2.—Statement showing the sickness, mortality, &c., of prisoners

Name of each jail.	Rank of medical or other officer in charge.	Average percentage of mortality during last 10 years.	Character of jail and jail buildings.
<i>District Jails.—</i> (Contd.)			
Shahabad	Surgeon	5'15	No particulars; occasionally overcrowded
Tirhoot... ..	Surgeon and Medical Officer.	8'74	Pucca buildings surrounded by a wall 9 feet 6 inches in height; much overcrowded.
Sarun	Civil Surgeon	8'66	No particulars; no crowding
Chumparun	Uncovenanted Medical Officer.	6'71	No particulars
Monghyr	Assistant Surgeon and Surgeon.	9'77	Pucca; formerly the palace of a Mahomedan Governor.
Purneah	Uncovenanted Medical Officer.	10'38	No particulars
Rajmehal	Deputy Magistrate and Extra Assistant Commissioner.	6'71	Entirely cutcha, with a rampart and ditch surrounding it.
Pakour... ..	Ditto ditto	3'67	No particulars
Nya Doomka... ..	Ditto ditto	3'10	Ditto
Deoghur	Surgeon	5'02	Cutchu huts. The erection of a new jail or lock-up has been recommended. Sometimes overcrowded, but prisoners are removed to neighbouring jails.
Godda	Extra Assistant Commissioner.	1'34	No particulars
Cuttack	Assistant Surgeon and Surgeon-Major.	11'82	Pucca wall and buildings; the 8 wards are placed in a line; occasionally slight overcrowding.
Pooree	Apothecary and Assistant Surgeon.	12'43	Pucca, except one ward; not crowded
Balasore	Uncovenanted Medical Officer.	7'73	Pucca; four buildings have two floors; occasionally crowded, relieved by transfer.
Hazareebaugh district.	Surgeon and Assistant Surgeon.	6'27	Cutchu; not crowded
Lohardugga	Assistant Surgeon	4'72	Cutchu and very insecure; wards dark and dingy; jail and site have long been condemned; no crowding; prisoners transferred to Hazareebaugh.
Singbhoom	Uncovenanted Medical Officer.	14'80	A large square range of sheds, closed externally and open internally enclosing the compound; cutcha with tiled roofs; not crowded.
Maunbhoom	Apothecary	2'66	Cutchu building enclosed by a ramp and cactus hedge; not crowded.
Gowalparah	Honorary Assistant Surgeon.	7'06	Cutchu buildings enclosed with a bamboo fence; not crowded.
Kamroop	Extra Assistant Commissioner and Assistant Surgeon.	13'34	Buildings are partly pucca, partly cutcha
Durrung	Uncovenanted Medical Officer.	3'58	Walls rectangular and cutcha pucca as are the buildings; occasionally slight overcrowding, but not recently.
Nowgong	Apothecary	7'00	Walls pucca, buildings cutcha; sometimes crowded.
Seobsaugor	Extra Assistant Commissioner.	6'84	Outer walls form a parallelogram; buildings both cutcha and pucca; sometimes crowded.
Debrooghur	Assistant Commissioner and Deputy Commissioner.	7'87	Pucca walls and pucca wards with thatched roofs; not crowded.
Khasi Hills	Deputy Commissioner	17'03	Cutchu buildings, with a wooden palisade; often overcrowded.
Presiden-ey Jail. { Europeans	{ Assistant Surgeon	{ 3'66	Pucca buildings; not overcrowded The building is pucca, having three floors, and is frequently overcrowded. Arrangements are, however, being made to allow of some prisoners sleeping in the corridors.
Baraset	{ Natives	{ 3'06	
	Deputy Magistrate... ..	6'34	
	Total	6'93	
Lock-ups in number 87	Sub-divisional officers under supervision of Magistrate of district.	No data	.....

PRISONS.—(Continued.)

in the Jails of the Lower Provinces during the year 1871.

THE YEAR.													
Bakery.	Tread-mill.	Pottery.	Coir mats.	Miscellaneous.	In solitary cells.	Sick and infirm.	Total.	Amount expended on raw materials, tools, &c.	Amount received by sale of manufactures, &c.	Net amount credited to Government.	Average annual cash earning of each prisoner liable to labour.	Average annual cash earning of each prisoner actually employed on manufactures, &c.	Number of prisoners under education in Jul.
2	...	4	...	4	No data.	267	4,924	Rs. A. P. 2,27,656 5 7	Rs. A. P. 4,23,338 5 3	Rs. A. P. 1,95,681 15 8	Rs. A. P. 41 7 3	Rs. A. P. 162 1 11	602
70	36	13	50	83		510	10,638	2,13,601 1 7	2,91,408 9 2½	77,807 7 7½	6 11 11	17 2 8	1,706
...	...	...	...	...		...							
72	36	17	50	87	...	767	15,612	4,41,257 7 2	7,14,746 14 5½	2,73,489 7 3½	16 14 9	46 3 10	2,368

are calculated on the actual number of working days.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

C.—

4.—Statement showing the Establishments and Cost of the

CLASS OF JAIL.	ESTABLISHMENT.							EXPENDITURE	
	Number of jail guards regular.	Number of officers other than regular guards.						Jail guard or regular police.	Establishment other than guards.
		European.	Native officers, writers, &c.	or Turnkeys warders.	Contingent and occasional guards.	Attached to hospital.	Total.		
								Rs. A. P.	Rs. A. P.
Central Jails	181	12	11	113	24	12	72	24,036 14 11	77,512 10 3
								Expended by Department	Public Works }
District Jails	1,433	21	117	233	25	88	489	1,41,530 14 6	1,61,949 13 6
								Expended by Department	Public Works }
Lock-ups	379	...	1	1	...	...	2	31,052 8 9	20,275 4 10
								Expended by Department	Public Works }
General	Supervision		...	...	...	...	...	.....	.....
Total	1,993	33	129	352	49	100	563*	1,96,620 1 2	2,62,737 12 7
								Expended by Department	Public Works }

	Central.	District.	Total.
* Add peons or orderlies	6	6	12
Gardener and carter	0	2	2
Castor-oil maker	0	1	1
Total	6	9	15
Grand total	...	...	578

The above statement does not include the establishment of the Alipore Jail Press detailed below, or molters and blacksmiths, who are engaged only when convicts are not available, there number being indeterminate.

Establishment of the Alipore Jail Press.

Printer	Rs. 400 per month.
Engineer	275 "
2 Foremen	60 " each.
1 Reader	60 "
Accountant	50 "
1 Assistant	25 "
3 Peons	7 " each.

PRISONS.—(Continued.)

Jails in the Lower Provinces for the year 1871.

DURING THE YEAR.				AVERAGE GROSS COST ON EACH PRISONER.		
Feeding, contingent, building, and other expenses.	Total.	Deduct profit of manufactures credited.	Net cost.	For jail guards.	For establishment.	For diet.
Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
1,76,441 1 9½	2,77,990 10 11½	1,27,848 2 9	1,50,142 8 2½	*10 0 0	15 15 2	26 11 9
1,17,087 0 0						
4,35,287 9 0	7,41,768 5 0	96,826 0 0	6,44,942 5 0	11 2 5	12 15 1½	25 11 0
45,063 0 0						
45,354 2 5½	96,681 11 0½	0 0 0	96,681 11 0½	25 9 3	10 11 3	28 15 4
6,369 0 0						
.....	34,547 14 9	.....	34,547 14 9	.....	.....	.....
6,57,082, 13 3	11,50,988 9 9	2,24,074 2 9	9,26,914 7 0	10 7 7	13 15 11	26 2 8
1,69,619 0 0						

* Calculated after deducting number of prisoners in Alipore and Dehree. The cost of the military guard over the former is not known, and that of the guard at Dehree is included with "Establishment," being paid by Jail Department.

4.—Statement showing the Establishments and Cost of

CLASS OF JAIL.	AVERAGE GROSS COST OF EACH PRISONER.—(Contd.)				Total.	Average net cost of each prisoner after deducting profits credited.
	For clothing and bedding.	For medicine &c.	For additions and repairs to jail.	For miscellaneous contingencies.		
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Central Jails	3 13 7	1 10 8	1 7 11	2 8 11	57 3 1	30 14 2
District Jails	3 8 3	1 1 10	1 8 6	2 6 11	58 6 10	50 12 10
Lock-ups	0 14 8	0 3 11	2 4 11	4 14 10	79 10 2	79 10 2
General ... ..	.....	.....	.....	.....	.....	.....
Total ...	3 6 11	1 3 3	1 9 5	2 10 0	59 7 9	49 5 8

PRISONS.—(Continued.)

the Jails in the Lower Provinces for the year 1871.

AVERAGE COST OF PRINCIPAL ARTICLES OF DIET DURING THE YEAR, SHOWING QUANTITY OBTAINED FOR ONE RUPEE IN MAUNDS, SEERS, AND CHITTACKS.										
Wheaten flour.	Meat.	Dhall.	Rice.	Salt.	Ghee.	Oil.	Condi- ments.	Fish.	Fuel.	
Sr. Ch.	Sr. Ch.	Sr. Ch.	Sr. Ch.	Sr. Ch.	Sr. Ch.	Sr. Ch.	Sr. Ch.	Sr. Ch.	Mda. Sr. Ch.	
13 12	7 2	19 12	23 2	8 3	1 6	3 6	7 2	5 11	5 3 10	
11 15	7 1	15 0	23 3	8 0	1 1	2 14	8 5	5 12	4 17 13	
13 4	8 9	12 15	19 13	6 14	.....	2 13	4 14	6 2	3 14 0	
.....										
12 15	7 9	15 14	21 11	7 11	1 3	3 0	6 12	5 14	4 11 13	

Average of rates at largest lock-up in each division.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

C.—PRISONS.—(Continued.)

5.—Statement showing Sex, Age, Previous Convictions, and Education of Prisoners under sentence in the Jails in the Lower Provinces on the last day of the year 1871.

CLASS OF JAILS.	SEX.			AGE.					NUMBER OF TIMES CONVICTED.					EDUCATION.		REMARKS.
	Males.	Females.	Total.	Under 16 years.	16 years and under 40 years.	40 years and under 60 years.	60 years and above.	Total.	1st conviction.	2nd conviction.	3rd conviction.	More than three times convicted.	Uncertain.	Able to read and write a little.	Able to read and write well.	
<i>For convicted prisoners only.</i>																
Central Jails	4,859	241	5,100	206	3,460	1,518	96	5,100	}					808	184	
District Jails	1,219	375	11,594	105	7,753	3,317	419	11,594	No data ...					996	336	
Lock-ups ... ..	.....	...	No data	...	.....	.....	.....	.....								
Total	16,078	616	16,694	311	11,213	4,835	515	16,694	...	...	...	...	...	*1,804	530	

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

C. PRISONS.—(Continued.)

6 and 7.—*Statement showing Religion, Previous Trades, Professions, &c., and Social Relations of prisoners under sentence in the Jail of the Lower Provinces on the last day of the year 1871.*

C.—

6 and 7.—Statement showing Religion, previous Trades, Professions, &c.,
Lower Provinces on the

		Dehree.	Bhaugulpore.	Midnapore.	Hazareebaugh Central.	Hazareebaugh, European Penitentiary.	Alipore.	Russa Female Jail.	Total.	Burdwan.	Bancoorah.	Beerbhoom.
Religion ...	Christians ...	...	2	2	...	56	7	...	67	...	1	...
	Mahomedans ...	347	104	122	45	...	142	65	1,325	40	17	86
	Hindoos ...	380	480	639	484	...	1,322	173	3,487	179	215	161
	All other denominations ...	3	26	78	70	...	44	...	221	...	...	24
	Total ...	730	612	841	599	56	2,015	238	5,100	228	233	271
Occupation of males and of the females at Russa.	Agriculturists ...	317	331	500	410	...	425	73	2,056	8	72	83
	Artizans ...	...	...	...	19	11	203	23	256	...	1	...
	Domestic servants ...	65	75	48	26	3	149	52	418	7	15	58
	Government servants ...	44	10	1	29	7	47	...	138	9	5	16
	Labourers and coolies ...	54	61	30	63	...	396	22	626	178	105	72
	Of independent property ...	...	...	...	...	...	133	...	133	...	1	...
	Professionals ...	...	...	...	17	15	378	56	466	...	16	20
	Shop-keepers ...	44	129	44	17	5	199	12	450	...	5	8
	No occupation ...	215	...	207	18	15	85	...	540	...	...	...
Total ...		739	606	830	599	56	2,015	238	5,083	202	220	257
Social condition of females ...	Married ...	...	2	...	...	...	...	96	98	3	4	9
	Unmarried ...	...	3	...	...	...	...	10	13	...	...	...
	Widows ...	...	1	...	...	...	...	126	127	23	9	3
	Prostitutes ...	...	...	11	...	...	...	6	17	...	...	3
	Total ...	...	6	11	...	...	...	238	255	26	13	14
Grand Total ...		739	612	841	599	56	2,015	238	5,100	228	233	271

* Including Russa, included under occupations, only once.

PRISONS.—(Continued.)

and social relations of Prisoners under sentence in the Jails of the last day of the year 1871.

Hooghly.	Howrah.	Nuddea.	Jessore.	Barnaset.	Presidency.	Moorshedabad.	Dinapore.	Naldah.	Rajshahye.	Bungpore.	Bograh.	Pubna.	Darjeeling.	Julporee.	Dacca.	Furzedpore.	Backergunge.	Mymensing.	Sylhet.	Cachar.	Chittagong.	Noakholly.	Tipperah.
1	...	...	1	...	81	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	14	...	...
111	2	107	211	107	270	88	200	17	355	139	41	61	6	19	320	205	331	103	258	41	107	124	188
317	3	147	182	196	566	60	90	40	160	78	17	28	11	1	208	106	80	129	135	57	48	21	57
1	...	...	...	...	3	...	12	...	...	...	21	...	26	34	5	...	...	3	26	1	45	1	...
480	5	254	394	303	920	148	302	57	515	212	79	89	43	54	533	311	411	325	413	99	214	146	240
189	3	150	243	194	217	34	220	18	271	71	41	60	5	46	150	206	212	209	386	53	67	98	207
5	...	...	3	...	105	19	20	7	4	16	...	...	2	...	...	45	32	3	...	2	...	1	...
23	...	10	5	16	44	17	34	5	43	18	9	5	6	2	...	38	25	13	7	7	16	14	6
21	...	3	4	12	11	3	6	4	21	4	...	...	3	4	5	2	2	5	8	5	19	1	...
154	2	24	...	30	79	29	16	1	91	32	...	12	21	2	15	8	22	25	8	26	89	6	...
2	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	5	48	5	...	...	...	...	6
...	...	10	110	25	88	11	...	12	47	70	2	10	...	...	353	...	7	42	...	...	20	3	12
11	...	4	3	12	67	22	1	1	6	...	2	...	...	...	...	...	32	30	...	1	...	6	4
19	...	25	...	14	301	...	...	1	25	...	17	1	4	...	...	...	25	...	...	...	...	13	4
426	5	235	368	303	912	135	297	50	508	211	71	88	41	54	523	304	405	322	409	94	211	142	239
2	...	...	2	...	1	6	3	...	2	...	4	...	1	...	2	2	4	1	1	4	...	1	...
...	...	1	...	...	3	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...
1	...	4	21	...	1	6	2	5	4	1	...	1	1	...	5	2	...	1	3	...	3	2	1
1	...	14	3	...	3	1	...	2	1	...	3	...	...	...	3	3	2	1	...	1	...	1	...
4	...	19	26	...	8	13	5	7	7	1	8	1	2	...	10	7	6	3	4	5	3	4	1
430	5	254	394	303	920	148	302	57	515	212	79	89	43	54	533	311	411	325	413	99	214	146	240

C.—

6 and 7.—Statement showing Religion, previous Trades, Professions, &c.,
Lower Provinces on the

		Meerapore.	Gya.	Shahabad.	Tirhoot.	Sarun.	Chumpran.	Monghyr.	Purneah.	Rajmahal.	Nya Doonka.	Deoghur.	Godda.	Outlack.
Religion	Christians	...	...	...	2	1	...	...	...	...	...	1	...	3
	Mahomedans	58	39	61	70	23	22	46	32	35	...	...	...	23
	Hindoos	442	302	340	314	252	204	172	82	75	12	50	6	239
	All other denominations	...	...	3	...	...	...	...	53	16	10	...	2	8
	Total	500	341	404	336	275	226	218	217	126	22	51	8	273
Occupation of males and of the females at Russa	Agriculturists	125	132	193	198	156	102	51	75	50	17	29	2	139
	Artizans	...	...	8	20	...	...	8	...	7	...	...	...	3
	Domestic servants	60	42	41	22	33	13	23	10	27	...	1	...	14
	Government servants	2	10	25	3	2	7	14	4	4	...	2	1	11
	Labourers and coolies	180	98	62	100	16	16	95	90	25	2	11	4	72
	Of independent property	...	2	...	...	...	...	...	4	2	...	...	1	...
	Professionals	...	22	17	...	...	...	1	...	1	...	4	...	4
	Shop-keepers	46	18	41	...	15	8	15	10	5	1	3	...	4
	No occupation	54	4	3	29	39	75	...	20	2	...	...	...	9
	Total	467	328	390	372	261	221	207	213	123	20	50	8	256
Social condition of females	Married	21	4	6	6	8	5	5	3	1	...	...	...	1
	Unmarried	4	...	...	1	...	...	...	...	...	1	...	...	1
	Widows	6	9	5	5	6	...	5	1	2	1	1	...	12
	Prostitutes	2	...	3	2	...	...	1	...	...	...	...	...	3
	Total	33	13	14	14	14	5	11	4	3	2	1	...	17
Grand Total		500	341	404	336	275	226	218	217	126	22	51	8	273

PRISONS.—(Concluded.)

and social relations of Prisoners under sentence in the Jails of the last day of the year 1871.

Pooree.	Balasore.	Hazareebaugh District.	Lohardugga.	Sinchoom.	Maunbhoom.	Gawalparah.	Kamroop.	Durrung.	Nowgong.	Sechsangor.	Dobrooghur.	Khairi Hills.	Total of Districts.	Grand Total.	REMARKS.
...	...	...	1	...	...	...	...	1	...	1	...	...	108	175	These statistics relate to convicts only.
2	12	16	23	...	7	15	17	15	7	17	12	7	4,255	5,580	
90	120	97	100	25	107	45	37	110	52	78	48	8	6,698	10,185	
...	2	5	49	35	14	9	19	50	30	...	...	27	523	749	
92	134	117	173	60	123	67	73	182	89	96	60	42	11,559	16,689	The particulars called for in forms Nos. 6 and 7, of average weight, height, and social condition of all classes, are not available.
20	33	65	68	23	56	39	49	142	56	45	6	...	5,391	7,447	
...	8	2	2	...	7	...	...	...	...	...	2	1	333	589	
11	6	11	8	2	18	9	6	11	8	2	9	3	835	1,253	
2	11	7	14	1	6	10	...	12	8	2	4	8	343	481	
48	25	6	23	29	30	...	11	12	...	20	24	27	2,079	2,705	
...	...	...	...	...	...	...	...	...	9	...	...	...	86	219	
...	16	12	47	2	...	3	3	...	...	14	5	...	1,009	1,475	
4	...	5	3	...	4	5	1	2	7	7	7	...	416	866	
...	26	4	2	...	3	1	...	...	...	1	...	...	721	1,261	
85	125	112	167	57	124	67	70	170	88	95	57	39	11,213	16,296	
7	1	2	2	2	4	...	1	1	1	1	2	3	139	237	
...	...	...	1	...	...	...	...	...	...	...	1	...	14	27	
...	3	3	2	1	...	...	3	2	...	...	...	...	169	296	
...	...	...	1	...	...	...	...	...	...	...	...	...	54	71	
7	9	5	6	3	4	...	3	3	1	1	3	3	376	631	
92	134	117	173	60	123	67	73	182	89	96	60	42	11,559	*16,689	

* Including Russa, included under occupations, only once.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

D.—

1.—Showing strength and cost of Police, including the force under the

PROVINCE.	COMMISSIONER'S DIVISION.	Name of District.	Inspector-General, Deputy and Assistant Inspectors-General.	SANCTIONED STRENGTH		
				Strength of District, canton police, paid for wholly or in		
				Number of District and Assistant District Superintendents.	Number of subordinate officers on Rs. 100 and upwards. (1)	Number of subordinate officers on less than Rs. 100. (1)
1	2	3	4	5	6	7
BENGAL	Burdwan Division	Burdwan	2	7	90	
		Bancoorah	1	2	43	
		Beerbhoom	1	3	56	
		Midnapore	3	5	139	
		Hooghly	2	5	92	
	Presidency Division	Howrah	1	6	67	
		24 Pergunnahs	3	11	142	
		Nuddea	2	7	91	
	Rajshahye Division	Jessore	2	8	108	
		Moorshedabad	2	9	124	
		Dinagepore	1	5	51	
		Maldah	1	3	40	
		Rajshahye	2	6	58	
		Rungpore	2	6	53	
	Cooch Behar Division	Bograh	1	4	49	
		Pubna	1	5	48	
		Darjeeling	1	3	34	
	Dacca Division	Julpigoree	1	4	40	
		Dacca	2	5	63	
		Furreedpore	1	4	52	
		Backergunge	3	6	96	
		Mymensing	3	7	72	
		Sylhet	2	5	89	
	Chittagong Division	Cachar	2	3	62	
		Chittagong	1	5	66	
		Noakholly	1	3	43	
		Tipperah	1	3	47	
BEHAR	Patna Division	Chittagong Hill Tracts	2	6	43	
		Patna	3	8	112	
		Gya	2	5	101	
		Shahabad	3	6	88	
		Tirhoot	2	7	98	
		Sarun	2	5	68	
	Bhaugulpore Division	Chumparun	1	4	53	
		Monghyr	1	5	54	
		Bhaugulpore	2	6	70	
		Purneah	2	6	70	
ORISSA	Orissa Division	Sonthal Pergunnahs	1	1	37	
		Cuttack	2	7	93	
		Pooree	2	4	78	
		Balasore	1	4	101	
		Orissa Tributary Mehals	1	2	28	
		Keonjhur			5	

POLICE.

Commissioner of Police, Calcutta, and the Railway Police.

OF POLICE FORCE.							Total cost of Government police.	Total cost of other police.
ment, town or municipal and water part from provincial revenues.			Strength of cantonment, town or municipal and water police, paid from other revenues.		Total police.			
Number of mounted police constables.	Number of foot police constables.	Number of water police constables.	Officers.	Men.	Officers.	Men.		
8	9	10	11	12	13	14	15	16
..... 3	417	.....	17	240	116	666	93,330	22,891
.....	176	.....	9	154	55	333	47,911	10,362
.....	236	.....	1	23	61	259	57,269	1,684
.....	696	6	5	95	152	797	1,36,179	6,656
.....	460	.....	23	560	122	1,020	1,09,150	41,756
.....	408	.....	.....	.....	83	498	68,630	29,481
.....	696	.....	42	610	198	1,306	1,74,796	53,850
.....	495	.....	13	265	113	700	1,14,589	22,898
.....	400	7	4	80	122	586	1,24,301	5,442
.....	510	.....	17	333	152	848	1,26,240	25,256
.....	328	.....	2	40	62	368	72,118	3,343
.....	230	.....	2	30	46	266	52,067	2,824
.....	322	.....	5	79	71	401	82,617	6,217
.....	327	.....	3	48	64	375	76,325	3,600
.....	252	.....	2	54	56	286	59,752	2,516
.....	233	.....	4	94	58	327	61,785	6,345
..... 12	186	.....	.....	.....	38	186	44,327	7,020
.....	212	.....	.....	.....	45	224	61,992	.....
.....	360	.....	13	251	82	611	85,527	20,229
.....	257	.....	1	19	58	276	64,258	1,476
.....	478	.....	1	52	106	530	1,11,890	4,037
.....	411	.....	6	83	88	494	1,00,536	6,568
.....	483	.....	2	43	93	526	1,00,708	8,420
.....	421	.....	.....	9	67	430	84,100	933
.....	363	.....	5	70	77	433	79,275	7,576
.....	233	2	1	14	48	254	60,607	1,248
.....	312	.....	3	50	54	362	66,476	3,652
.....	574	32	.....	.....	51	606	1,20,721	.....
.....	992	.....	19	354	142	1,346	1,35,000	52,715
..... 10	501	.....	14	289	122	800	1,61,687	21,178
..... 4	414	.....	7	250	104	683	98,097	16,472
.....	528	.....	19	293	126	828	1,10,863	24,547
.....	333	.....	11	165	86	498	74,100	13,419
..... 4	272	.....	3	97	59	313	62,189	2,780
.....	334	.....	5	112	65	446	72,611	9,092
.....	396	.....	6	128	84	524	83,464	9,092
.....	426	.....	6	117	93	543	93,549	9,876
.....	209	.....	.....	11	39	271	43,521	892
.....	476	3	7	164	100	583	1,05,180	8,708
.....	345	.....	3	80	87	425	74,462	6,965
.....	434	.....	2	30	108	464	80,893	2,246
.....	180	.....	.....	.....	31	180	31,757	.....
.....	23	.....	.....	.....	5	23	7,768	.....

D.—

1.—Showing strength and cost of Police, including the force under the

PROVINCE.	COMMISSIONER'S DIVISION.	Name of District.	SANCTIONED STRENGTH			
			Inspector-General, Deputy and Assistant Inspectors General.	Strength of district, canton police, paid for wholly or in		
				Number of District and Assistant District Superintendents.	Number of subordinate officers on Rs. 100 and upwards. (1)	Number of subordinate officers on less than Rs. 100. (1)
1	2	3	4	5	6	7
CHOTA NAGPORE	Chota Nagpore	Hazareebaugh ... ..	.....	2	4	88
		Lohardugga ... ..	.....	2	5	90
		Singbhoom ... ..	.....	2	2	30
		Maunbhoom ... ..	.....	2	3	60
ASSAM	Assam and Adjacent Hills	Gowalparah ... ..	.....	1	2	53
		Kamroop... ..	.....	2	2	41
		Durrung ... ..	.....	1	2	41
		Nowgong ... ..	.....	1	1	24
		Sebsaugor... ..	.....	1	2	38
		Luckimpore ... ..	.....	1	2	49
		Naga Hills... ..	.....	1	2	11
		Khasi and Jynteah Hills...	.....	1	1	19
		Garó Hills ... ..	.....	1	2	10
		Calcutta and Suburbs ...	2	4†	64	266
		Government Railway Police	1	.....	7	61
		Inspector-General's office...	4	.....	.....	.....
Grand Total ...			7	94	317	3,905

* In Calcutta the head of the police and his immediate subordinates are styled Commissioner and Deputy Commissioner of police respectively.

† These four officers are styled superintendents.

POLICE.—(Continued.)

Commissioner of Police, Calcutta, and the Railway Police.

OF POLICE FORCE.							Total cost of Government Police.	Cost of other police.
ment town or Municipal and water part from provincial revenues.			Strength of cantonment, town or municipal and water paid police from other than provincial revenues.		Total.			
Number of mounted police constables.	Number of foot police constables.	Number of water police constables.	Officers.	Men.	Officers.	Men.		
8	9	10	11	12	13	14	15	16
16	449	.....	4	61	98	526	93,509	8,988
.....	412	.....	1	59	98	471	91,644	8,250
.....	152	.....	.....	.....	34	152	45,883	.....
10	262	.....	1	42	66	314	69,727	2,409
.....	265	.....	.....	.....	56	265	57,152	177
.....	233	.....	3	36	48	274	55,590	4,858
.....	211	.....	.....	.....	44	211	46,811	.....
.....	134	.....	.....	.....	26	134	33,713	.....
.....	218	.....	.....	.....	41	218	49,349	.....
.....	301	.....	.....	.....	52	301	67,408	.....
.....	150	.....	.....	.....	14	150	35,979	.....
.....	113	.....	.....	.....	21	113	29,623	.....
.....	150	.....	.....	.....	13	150	.....	.....
8	2,819	150	.....	.....	336	2,977	272,694	4,61,753
.....	572	.....	.....	.....	59	573	28,620	92,448
.....	.....	.....	.....	.....	4	.....	.....	.....
67	23,035	200	290	5,461	4,612	28,763	47,44,130	10,52,455

T. J. CHICHELE PLOWDEN,
Offy. Under-Secy. to the Govt. of Bengal.

D.—

2.—Showing distribution and employment of Police, exclusive of the force

PROVINCE.	COMMISSIONER'S DIVISION.	Name of District.	DISTRIBUTION OF			
			In District.			
			Guards at district, central, or subsidiary jails.		Guards over lock-ups and treasuries or as escort to prisoners and treasure.	
			Officers.	Men.	Officers.	Men.
1	2	3	4	5	6	7
BENGAL	Burdwan	Burdwan	3	23	11	71
		Bancoorah	2	20	2	29
		Beerbhoom	2	24	6	19
		Midnapore	5	74	10	61
		Hooghly	2	23	21	198
		Howrah	...	...	6	41
	Presidency Division	24 Pergunnahs	2	16	21	94
		Nuddea	3	42	9	57
		Jessore	2	32	7	48
	Rajshahye	Moorshedabad	2	24	14	72
		Dinagapore	2	41	2	21
		Maidah	2	20	2	16
		Rajshahye	2	36	3	23
		Rungpore	2	32	7	35
		Bograh	2	33	3	20
	Cooch Behar Division	Pubna	2	30	6	30
		Darjeeling	1	12	5	20
		Julpigoree	1	17	6	34
		Dacca	2	40	7	41
		Furreedpore	2	40	4	29
		Backergunge	3	40	10	63
	Dacca	Mymensing	2	40	10	44
		Sylhet	3	32	12	86
		Gachar	2	24	3	13
	Chittagong	Chittagong	2	28	2	26
		Nowacolly	2	23	4	21
		Tipperah	2	36	5	50
		Hill Tracts of Chittagong	.....	.....	1	5
	Patna	Patna	3	42	23	92
		Gya	3	36	13	78
		Shahabad	2	30	13	67
		Tirhoot	3	30	11	52
		Sarun	2	37	4	40
		Chumparun	2	36	8	45
BEHAR	Bhaugulpore	Monghyr	2	23	8	37
		Bhaugulpore	5	72	6	36
		Purneah	2	36	10	49
		Sonthal Pergunnah	5	61	6	81

POLICE.—(Continued.)

under the Commissioner of Police, Calcutta, and the Railway Police.

FORCE.						PROPORTIONS OF POLICE (OFFICERS AND MEN).					
On other duties.		On town, municipal or harbour duty.	In cantonments.	Area in square miles.	Population.	To area. (6)			To population. (7)		
Officers.	Men.					Of the whole district.	Of district exclusive of towns. (5)	Of towns. (5)	Of the whole district.	Of district exclusive of towns. (5)	Of towns. (5)
8	9	10	11	12	13	14		15	16		17
85	318	266	...	3,588	2,034,745	1 to 4	1 to 6	1 to 10	1 to 1,645	1 to 2,304	1 to 369
42	130	163	...	1,316	526,772	1 to 20	1 to 33	1 to 15	1 to 1,533	1 to 2,491	1 to 329
52	193	24	...	1,344	695,921	1 to 72	1 to 78	1 to 20	1 to 3,231	1 to 3,252	1 to 352
132	507	100	...	5,032	2,640,963	1 to 53	1 to 59	1 to 11	1 to 1,822	1 to 1,990	1 to 379
76	324	583	...	1,470	1,488,556	1 to 17	1 to 35	1 to 16	1 to 1,202	1 to 1,182	1 to 377
51	177	306	...	...	...	1 to 9	1 to 19	1 to 03	1 to 895	1 to 1,709	1 to 163
133	586	649	3	6,259	2,210,047	1 to 16	1 to 27	1 to 28	1 to 983	1 to 1,539	1 to 253
88	396	273	...	3,421	1,812,795	1 to 39	1 to 56	1 to 10	1 to 1,402	1 to 1,807	1 to 343
109	426	84	...	5,683	2,075,021	1 to 52	1 to 59	1 to 04	1 to 2,153	1 to 2,411	1 to 240
119	414	339	11	2,705	1,353,626	1 to 34	1 to 38	1 to 15	1 to 1,105	1 to 1,489	1 to 402
56	266	42	...	4,126	1,501,924	1 to 1203	1 to 133	1 to 02	1 to 3,402	1 to 3,738	1 to 390
40	194	33	...	1,813	676,426	1 to 41	1 to 46	1 to 10	1 to 2,204	1 to 2,428	1 to 589
61	263	84	...	2,234	1,310,729	1 to 506	1 to 63	1 to 09	1 to 1,987	1 to 2,350	1 to 312
52	260	51	...	3,599	2,149,972	1 to 88	1 to 99	1 to 11	1 to 2,247	1 to 2,515	1 to 208
49	199	36	...	1,501	689,467	1 to 58	1 to 64	1 to 33	1 to 2,885	1 to 3,182	1 to 368
46	183	98	...	1,906	1,211,594	1 to 43	1 to 58	1 to 08	1 to 1,683	1 to 2,089	1 to 492
32	154	...	...	1,234	94,712	1 to 54	.....	.....	1 to 267	.....	.....
8	173	...	...	2,906	418,665	1 to 107	.....	.....	1 to 1,094	.....	.....
61	279	263	...	2,697	1,852,093	1 to 46	1 to 74	1 to 04	1 to 1,305	1 to 1,900	1 to 332
51	188	20	...	1,524	1,012,589	1 to 47	1 to 49	1 to 3	1 to 3,011	1 to 3,174	1 to 448
92	375	53	...	3,264	2,377,433	1 to 83	1 to 9	1 to 20	1 to 1,646	1 to 1,757	1 to 425
70	327	89	...	6,293	2,349,917	1 to 111	1 to 13	1 to 21	1 to 2,061	1 to 2,314	1 to 664
31	365	45	...	5,415	1,719,539	1 to 84	1 to 93	1 to 11	1 to 2,277	1 to 2,432	1 to 299
62	334	9	...	5,000	205,927	1 to 124	1 to 109	1 to 22	1 to 548	1 to 551	1 to 555
68	309	75	...	2,717	1,127,402	1 to 53	1 to 62	1 to 13	1 to 1,568	1 to 1,792	1 to 271
41	191	15	...	1,557	713,934	1 to 505	1 to 53	1 to 06	1 to 983	1 to 1,022	1 to 341
44	226	53	...	2,656	1,333,931	1 to 63	1 to 72	1 to 33	1 to 3,605	1 to 4,069	1 to 450
50	601	...	...	6,832	69,607	1 to 10	1 to 10	.....	1 to 100	1 to 100	.....
72	358	945	53	2,101	1,559,638	1 to 15	1 to 37	1 to 03	1 to 805	1 to 1,092	1 to 303
92	397	303	...	4,718	1,949,750	1 to 51	1 to 77	1 to 04	1 to 2,026	1 to 2,345	1 to 351
32	321	257	...	4,385	1,723,974	1 to 56	1 to 84	1 to 08	1 to 2,080	1 to 2,918	1 to 352
93	446	314	...	6,313	4,384,706	1 to 66	1 to 99	1 to 03	1 to 3,161	1 to 4,524	1 to 404
69	263	176	...	2,654	2,063,360	1 to 45	1 to 63	1 to 04	1 to 2,241	1 to 3,076	1 to 392
47	195	39	...	3,531	1,440,315	1 to 96	1 to 107	1 to 12	1 to 2,566	1 to 2,759	1 to 348
50	269	117	...	3,913	1,512,986	1 to 67	1 to 62	1 to 21	1 to 1,651	1 to 2,004	1 to 461
67	228	134	...	4,327	1,826,290	1 to 47	1 to 87	1 to 16	1 to 2,331	1 to 3,600	1 to 556
75	341	123	...	4,957	1,714,795	1 to 78	1 to 96	1 to 04	1 to 1,498	1 to 1,797	1 to 218
28	128	11	...	5,488	1,259,237	1 to 173	1 to 174	1 to 54	1 to 1,683	1 to 1,735	1 to 290

D.—

2.—Showing distribution and employment of Police, exclusive of the force under

PROVINCE.	COMMISSIONER'S DIVISION.	Name of District.	DISTRIBUTION OF			
			In District.			
			Guards at district, central, or subsidiary jails.		Guards over lock-ups and treasuries or as escort to prisoners and treasure.	
			Officers.	Men.	Officers.	Men.
1	2	3	4	5	6	7
ORISSA	Orissa	Cuttack	2	40	7	59
		Pooree	2	20	6	35
		Balasore	2	16	6	53
		Orissa Tributary Mehals...	1	12	4	30
CHOTA NAGPORE.	Chota Nagpore ...	Hazareebaugh	9	127	17	78
		Lohardugga	2	40	8	45
		Singbhoom	2	20	2	8
		Maunbhoom	2	32	6	34
ASSAM	Assam... ..	Gowalparah	2	16	5	21
		Kamroop	2	24	4	16
		Durrung	2	20	5	20
		Nowgong	2	12	8	20
		Seebsaugor	2	24	4	20
		Luckimpore	3	20	2	17
		Naga Hills	1	9	1	6
		Khasi Hills	1	13	2	17
		Garó Hills ... ..	.....	.....	1	4
		Inspector-General's office	.....	.....	.....	.....
		Grand Total ...	123	1,643	384	2,217

POLICE.—(Continued.)

the Commissioner of Police, Calcutta, and the Railway Police.

FORCE.				Area of whole district in square miles.	Population of whole district.	PROPORTIONS OF POLICE (OFFICERS AND MEN).					
On other duties.		On town, municipal or harbour duty.	In cantonments.			To area. (6)			To population. (7)		
Officers.	Men.					Of the whole district.	Of district exclusive of town. (5)	Of towns. (5)	Of the whole district.	Of district exclusive of towns. (5)	Of towns. (5)
8	9	10	11	12	13	14		15	16		17
98	380	104	7	3,178	1,494,784	1 to 4.4	1 to 5.2	1 to 23	1 to 2,155	1 to 2,451	1 to 653
76	290	83	...	2,505	769,647	1 to 4.8	1 to 5.8	1 to 02	1 to 1,063	1 to 1,193	1 to 393
98	385	32	...	2,066	770,232	1 to 3.5	1 to 3.7	1 to 15	1 to 1,333	1 to 1,377	1 to 573
31	168	...	...	16,184	1,283,309	1 to 8.2	.....	.....	1 to 710	.....	.....
68	260	60	5	7,021	771,875	1 to 11.2	1 to 12.5	1 to 10	1 to 1,201	1 to 1,275	1 to 621
87	327	56	4	11,905	1,237,123	1 to 21.0	.....	.....	1 to 2,564	1 to 2,823	1 to 291
30	124	...	...	4,593	415,023	1 to 24.3	.....	.....	1 to 2,291	.....	.....
7	206	43	...	4,921	995,570	1 to 13.4	1 to 15.1	1 to 16	1 to 1,714	1 to 1,873	1 to 443
49	228	...	...	4,433	444,761	1 to 13.8	.....	.....	1 to 1,047	.....	.....
59	198	39	...	3,631	561,681	1 to 11.21	1 to 10.45	1 to 05	1 to 1,632.19	1 to 1,610.96	1 to 236.66
37	171	...	...	3,112	236,009	1 to 12.05	1 to 12.05	.....	1 to 912	1 to 912	.....
21	102	...	...	3,421	256,390	1 to 25.36	1 to 25.36	.....	1 to 1,615.8	1 to 1,615.8	.....
35	174	...	...	2,811	296,689	1 to 10.9	1 to 10.9	.....	1 to 1,469.2	1 to 1,469.2	.....
47	264	...	...	11,906	121,267	1 to 32.40	1 to 32.40	.....	1 to 377.30	1 to 377.38	.....
12	135	...	...	4,900	68,918	1 to 29.8	1 to 29.8	.....	1 to 503	1 to 503	.....
17	83	...	...	6,650	141,838	1 to 49	1 to 49	.....	1 to 885	1 to 885	.....
12	145	...	...	3,390	80,000	1 to 20.7	.....	.....	1 to 490	.....	.....
4	...	...	...	.....	.....	.....	.....	.....	.....	.....	.....
3,424	15,575	6,499	88	229,295	65,435,451	1 to 7.6	.....	.....	1 to 2,184.9	.....	.....

T. J. CHICHELE PLOWDEN,

Offg. Under-Secy. to the Govt. of Bengal.

D.—POLICE.—(Continued.)

3.—Statement of Village and Town Police not subject to Rules of Regular Police, exclusive of the Districts of Assam.

PROVINCE.	Commissioner's Division.	Name of District.	VILLAGE AND TOWN POLICE NOT SUBJECT TO RULES OF REGULAR POLICE.					By whom paid.	Supposed total annual cost.
			Number of men.	Average number of houses in each man's charge.	Supposed average annual emoluments of each man.				
Bengal.	Burdwan ...	Burdwan ...	11,052	32	18	Rs.	By chakran lands and ryots.	1,98,936	
		Bancoorah ...	5,295	31	35		By jagheer lands and ryots.	1,88,651	
		Heerbhoom ...	8,554	23	26		By ryots and chakran lands.	2,30,748	
		Midnapore ...	10,015	23	14		By land and ryots ...	1,40,210	
		Hooghly ...	5,843	75	24		Ditto ditto ...	1,40,208	
		Howrah ...	1,226	70	31		By rent-free lands and contributions of villagers.	38,350	
	Presidency ...	24-Pergunnahs ...	3,712	69	48		By ryots... ..	1,98,176	
		Nudda ...	4,529	50	36		Ditto	1,63,044	
		Jessore ...	4,694	50	About 25 to 30		By the villagers, both in cash and kind.	1,42,414	
	Rajshahye ...	Moorshedabad ...	3,914	60	36		By ryots... ..	1,40,904	
		Dinapore ...	5,435	39	23		Ditto	1,25,005	
		Maldah ...	1,733	63	34		Ditto	59,322	
		Rajshahye... ..	3,329	65	36		Ditto	1,19,814	
		Rungpore ...	4,425	51	21		Ditto	92,925	
		Bograh ...	2,552	41	26		Ditto	66,352	
	Cooch Behar ...	Pubna ...	2,480	54	27		Ditto	66,960	
		Darjeeling... ..	5	51	48		By villagers	210	
		Jalpigoree... ..	893	50	26		Ditto	23,218	
		Dacca ...	3,668	59	22		Ditto	69,030	
	Dacca ...	Furreedpore ...	2,926	59	37		Ditto	76,582	
		Backergunge ...	5,135	53	36		By zemindars and villagers... ..	1,84,860	
		Mymensing ...	5,819	49	36		Villagers	2,02,284	
		Sylhet ...	4,155	50	24		Ditto	99,720	
	Chittagong... ..	Cachar ...	2,648	66	19		By residents	51,036	
		Chittagong ...	1,406	48	3		By landholders and inhabitants.	4,350	
		Noacolly ...	3,007	81	34		By zemindars and villagers.	1,07,783	
		Tipperah ...	3,652	36	22		By ryots... ..	73,040	
		Chittagong Hill Tracts... ..	6,842	33	18		Ditto	1,24,966	
Behar.	Patna ...	Gya ...	6,185	70	15		Ditto	92,775	
		Shahabad ...	9,945	40	22		Ditto	2,18,790	
		Tirhoot ...	6,022	40	9		Ditto	55,884	
		Sarun ...	3,467	31	17		Ditto	58,975	
		Chumparun ...	3,405	49	20		By zemindars and ryots	76,100	
	Bhaugulpore ...	Bhaugulpore ...	3,684	64	15 and land		Ditto	56,448	
		Purneah ...	7,550	32	36		By ryots... ..	2,71,800	
		Southal Pergunnahs ...	1,325	43	3 and land		Ditto	4,776	
	Orissa ...	Cuttack ...	5,363	38	19		By landlord and village community.	1,02,528	
		Poores ...	2,425	46	15		By Government and villagers, also jagheers.	36,375	
Chota Nagore.	Orissa ...	Balasore ...	2,320	37	12		By service lands and ryots.	27,840	
		Orissa Tributary. Mehals Hazareebaugh ...	440	58	16		By grant of land.	7,040	
	Chota Nagore ...	... ..	3,666	50	10		By ryots and service lands.	37,156	
		Lohardugga ...	2,279	50	12		By zemindars and ryots	28,487	
		Sinbhoom ...	1,672	46	15		By villagers	25,080	
		Maunbhoom ...	7,267	32	17		By service lands and ryots.	1,23,539	
Total ...			184,645	49	28½		45,53,365.		

T. J. CHICHELE PLOWDEN,

Offg. Under-Secy. to the Govt. of Bengal.

D.—POLICE.—(Continued.)

4.—Return showing Equipment, Discipline, and General Internal Management of the Force, exclusive of that under the Commissioner of Police, Calcutta.

	Regular.	Municipal.	Grand total
Total sanctioned strength—			
Inspectors	240	6	255
Sub-Inspectors	815	11	826
Head Constables	2,809	325	3,134
Men	18,950	6,620	25,579
Armament of the force—			
Number provided with fire-arms	8,301	.....	8,301
Number provided with swords only, or swords and batons	1,617	17	1,634
Number provided with batons only	14,690	5,954	19,644
PUNISHMENTS.			
Dismissed—			
Inspectors	5	1	6
Sub-Inspectors	27	1	28
Head Constables	100	19	119
Men	757	523	1,280
Fined, degraded, or suspended by their own departmental officers—			
Inspectors	28	1	29
Sub-Inspectors	428	5	433
Head Constables	1,008	105	1,113
Men	2,761	1,693	4,454
<i>Punished judicially by a Magistrate.</i>			
Under Police Act—			
Sub-Inspectors	6	.....	6
Head Constables	28	9	37
Men	304	175	479
Under sections 330, 331, 348, Penal Code—			
Sub-Inspectors	1	.....	1
Head Constables	3	.....	3
Men	8	3	11
Under Chapter IX of Penal Code—			
Sub-Inspectors	2	.....	2
Head Constables	14	2	16
Men	26	10	36
Other offences—			
Inspectors	3	.....	3
Sub-Inspectors	2	.....	2
Head Constables	74	13	87
Men	338	129	467
Rewards.			
Number of police rewarded during the year—			
By promotion	352	127	479
By money rewards	441	64	505
Education.			
Number of police who can read and write—			
Inspectors	246	6	253
Sub-Inspectors	753	9	762
Head Constables	2,823	235	3,058
Men	4,632	538	5,170
Number of police under instruction during the year—			
Sub-Inspectors	5	.....	5
Head Constables	26	.....	26
Men	1,056	114	1,169
Number enlisted during the year	3,337	1,805	5,142
Number of men of one year's service and under ten years	16,944	5,053	21,997
Ditto of ten years' service and upwards	3,634	711	4,345
Number who have left the force during the year—			
On pension	25	17	42
On gratuity	76	16	92
By resignation without pension or gratuity	973	456	1,429
By dismissal	889	514	1,403
By discharge otherwise than stated above	524	500	1,024
By desertion	87	56	143
By death	427	110	537
Percentage in hospital during the year to total strength of force...	11.6	1.3	8.7
Percentage of deaths during the year to total strength of force	1.8	1.5	1.7

NOTE 1.—This statement does not refer to Assistant District Superintendents or officers of higher rank.

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D.—POLICE.—(Continued)

5.—Showing the Race and Religion, or Caste, of officers and Men employed in the Police, exclusive of the force under the Commissioner of Police, Calcutta.

	Regular police.	Municipal police.	Total.
RACE.			
<i>Europeans.</i>			
District or Assistant District Superintendents—			
Military or covenanted civil	13	.....	13
Uncovenanted	67	.....	67
Subordinate officers—			
On Rs. 100 and upwards	21	4	25
Below Rs. 100	8	2	10
<i>Eurasians.</i>			
Subordinate officers—			
On Rs. 100 and upwards	18	.....	18
Below Rs. 100	7	3	10
Constables	3	.....	3
<i>Natives.</i>			
District or Assistant District Superintendents	3	.....	3
Subordinate Officers—			
On Rs. 100 and upwards	208	2	210
Below Rs. 100	3,483	327	3,810
Constables	18,742	6,527	25,269
RELIGION OR CASTE.			
OFFICERS.			
Christians	173	12	185
Mahomedans	902	92	994
<i>Hindoos.</i>			
Brahmins	719	77	796
Rajpoots	192	40	232
Khettrees	3	.....	3
Goorkhas	89	2	91
Seikhs	87	13	100
High caste Soodras	953	48	1,001
Low caste Soodras	127	20	147
Hindoos of all other castes... ..	509	34	543
Other religions	73	.....	73
MEN.			
Christians	90	23	113
Mahomedans	5,211	1,902	7,113
<i>Hindoos.</i>			
Brahmins	2,155	815	2,970
Rajpoots	2,752	1,177	3,929
Khettrees	49	.....	49
Goorkhas	679	.....	679
Seikhs	123	5	128
High caste Soodras	1,513	396	1,909
Low caste Soodras	1,264	712	1,976
Hindoos of all other castes	3,969	1,474	5,443
Other religions	940	23	963
Grand total, officers and men	22,572	6,856	29,428

T. J. CHICHELE PLOWDEN,
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D.—POLICE.—(Continued.)

6.—Return showing the number of persons convicted in cognizable and non-cognizable cases during the year 1871 in the several districts, excluding those of Assam, with reference to population.

PROVINCE.	COMMISSIONER'S DIVISION.	Name of District.	Population.	Number of cognizable cases reported.	Total number of persons convicted and committed in cognizable cases.	Number of non-cognizable cases instituted.	Total number of persons convicted and committed in cognizable and non-cognizable cases.
BENGAL	Burdwan	Burdwan	2,034,745	1,925	1,304	1,811	2,623
		Bancoorah	526,772	920	521	1,060	1,484
		Beerbhoom	695,921	1,072	533	2,272	1,371
		Midnapore	2,540,963	2,316	1,493	3,807	3,234
		Hooghly	1,468,556	2,405	1,220	3,254	2,743
		Howrah		1,321	1,085	3,014	2,939
	Presidency	24 Pargunnahs	2,210,047	3,533	2,419	2,660	4,529
		Nuddea	1,812,795	2,944	1,487	3,362	2,822
		Jessore	2,075,021	2,817	1,313	3,226	2,437
	Rajshahye	Moorshedabad	1,353,626	1,726	753	2,740	1,694
		Dinapore	1,501,924	1,267	967	2,687	1,800
		Maldah	676,426	673	419	98	521
		Rajshahye	1,310,729	1,729	875	1,014	1,353
		Kangpore	2,149,972	1,269	441	902	937
		Bograh	689,467	713	385	1,014	708
	Cooch Behar	Pubna	1,211,594	1,270	439	1,839	1,255
		Darjeeling	94,712	416	243	281	429
		Julpigoree	418,665	445	200	494	501
	Dacca	Goalparah	444,761	483	384	493	723
		Dacca	1,832,993	2,084	1,241	4,101	2,778
		Furzedpore	1,012,580	1,110	402	2,946	1,404
		Backergunge	2,377,433	2,032	1,066	3,799	2,738
		Mymensing	2,349,917	1,082	740	1,743	1,537
		Sylhet	1,719,539	2,278	1,034	4,982	2,353
	Chittagong	Cachar	205,027	557	245	1,426	864
		Chittagong	1,127,402	502	541	1,476	1,163
		Noakhally	713,934	610	349	2,034	844
		Tipperah	1,533,931	962	635	2,865	1,728
BEHAR	Patna	Chittagong Hill Tracts... ..	69,607	28	32	87	440
		Patna	1,550,638	4,513	2,569	1,214	3,545
		Gya	1,049,750	3,075	765	688	1,397
		Shahabad	1,723,974	2,215	1,053	761	1,820
		Tirhoot	4,384,706	3,703	1,933	1,019	2,915
		Sarun	2,063,800	2,854	1,210	1,142	2,324
	Bhaugulpore	Chumparun	1,440,815	1,462	691	387	1,010
		Monghyr	1,812,986	2,773	918	1,570	1,893
		Bhaugulpore	1,826,290	2,121	436	2,185	2,035
	Orissa	Purneah	1,714,795	1,454	456	3,183	1,375
		Sonthal Pargunnahs	1,259,287	346	214	437	438
		Cuttack	1,494,784	1,066	746	1,479	1,213
CHOTA NAGPORE	Chota Nagpore	Pooree	769,647	496	492	1,063	1,001
		Balasore	770,232	646	673	415	848
		Orissa Tributary Mehals	1,283,300	262	140	.....	.....
		Hazareebaugh	771,875	901	779	597	1,226
Lohardugga		1,237,123	777	438	863	1,161	
Total			63,672,759	70,866	37,229	79,489	75,858

T. J. CHICHELE PLOWDEN,

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D.—

7.—Return of criminal cases cognizable

Serial number.	LAW UNDER WHICH PUNISHABLE.	DESCRIPTION OF CRIME.	CASES.							Pending at end of last year.	Received by transfer.	Number arrested with- in the year.		Total.	
			Total of column 4 for the year 1870.	Reported to have occurred during the year and received by transfer, excluding cases transferred to other districts.	Reported to have occurred in previous years, and brought under inquiry during the year.	By Police <i>suo motu</i> .	Investigated.	By order of the Magistrate after the Police has refused to inquire.	Number of cases in columns 6 to 8 in which conviction was obtained.			By Police.	By order of Magistrate.		
1	2	3	4	5	6	7	8	9	10	10a	11	12	12a		
1	115 ...	Abetment of offence not com- mitted, &c. ...	...	...	...	...	...	...	...	...	...	...	...	...	
	117 ...	Abetting commission of offence by public, &c. ...	...	...	...	...	...	...	...	...	...	...	...	...	
	118, 119 ...	Concealing design to commit offence ...	...	1	...	1	...	...	...	...	...	1	...	1	
		Total ...	...	1	...	1	...	...	...	...	...	1	...	1	
		CLASS I.—Offences against the State, Public Tranquillity, Safety, and Justice.													
2	131 to 136, 138	Offences relating to army and navy ...	...	...	...	...	...	...	...	...	...	...	...	...	
3	231 to 259, 260 to 263, 467 and 471.	Offences relating to coin, stamps, and Government notes ...	142	127	3	109	7	1	53	9	...	154	23	186	
4	212, 216 ...	Harbouring an offender ...	27	34	2	23	8	1	8	...	...	31	15	46	
5	224 to 226 ...	Other offences against public justice ...	405	534	15	413	61	...	368	23	...	540	292	705	
6	143 to 152, 157, 158.	Rioting or unlawful assembly	1,508	2,515	104	1,354	413	22	935	474	5	6,701	2,602	9,062	
7	140, 170, 171 ...	Personating public servant or soldier ...	50	78	3	66	9	...	50	7	...	89	33	123	
		Total ...	2,132	3,283	127	1,965	498	24	1,414	513	5	7,604	2,965	11,087	
		CLASS II.—Serious Offences against the Person.													
8	302, 303, 306 ...	Murder by thugs ...	...	...	...	...	...	...	...	...	...	...	...	...	
9		" dacoits ...	6	7	...	7	...	...	4	...	2	...	44	...	46
10		" robbers ...	3	9	1	9	...	1	...	4	1	...	10	1	12
11		" poison ...	17	10	...	10	...	...	...	2	3	...	11	1	15
12		Other murders ...	322	294	18	304	...	3	1	129	32	1	641	61	785
13		Attempts at murder ...	43	45	2	43	3	...	...	23	1	...	53	5	64
14	304, 308	Culpable homicide ...	236	215	9	203	5	...	92	48	...	425	25	498	
15	376	Rape ...	202	242	5	170	33	2	40	22	1	173	133	334	
16	377	Unnatural offences ...	34	31	2	28	3	...	9	5	...	29	3	37	
17	317, 318	Exposure of infants or con- cealment of birth ...	127	128	6	118	12	1	47	15	...	103	13	131	
18	305, 306, 309	Attempt at, and abetment of, suicide ...	280	336	4	336	1	...	199	8	...	311	10	329	
19	329, 331, 333	Grievous hurt for the purpose of extorting property or confession ...	2	5	...	4	1	...	4	...	...	12	3	15	
20	325, 326, 335	Grievous hurt ...	615	770	32	636	68	3	426	122	4	1,032	303	1,461	

D.—

7.—Return of criminal cases cognizable

Serial number.	LAW UNDER WHICH PUNISHABLE.	DESCRIPTION OF CRIME.	CASES.								Pending at end of last year.	Received by transfer.	Number arrested with- in the year.		Total.
			Total of column 4 for the year 1870.	Reported to have occurred during the year and received by transfer, excluding cases transferred to other districts.	Reported to have occurred in previous years, and brought under inquiry during the year.	Investigated.			By order of the Magistrate after the Police has refused to inquire.	Number of cases in columns 6 to 8 in which conviction was obtained.			By Police.	By order of Magistrate.	
						By Police <i>suo motu</i> .	By order of the Magistrate on complaint or under section 68 of Criminal Procedure Code, in which no previous information was given to the Police.								
1	2	3	4	5	6	7	8	9	10	10a	11	12	12a		
		CLASS II.— <i>Serious Offences against the Person.</i> —(Contd.)													
21	328	Administering stupefying drugs to cause hurt	16	26	1	24	1	12	2	2	21	3	28		
22	327, 330, 332...	Hurt for purpose of extorting property or confession	20	36	1	20	11	12	4	...	46	43	93		
23	324	Hurt by dangerous weapon	579	656	13	522	54	289	39	...	693	233	965		
24	363 to 369	Kidnapping or abduction	178	168	7	98	33	39	43	5	260	142	450		
25	346 to 348	Wrongful confinement and restraint in secret or for purposes of extortion	124	273	11	114	41	41	18	1	201	123	343		
26	372, 373	Selling, letting, or unlawfully obtaining a woman for prostitution	31	23	1	15	4	5	3	2	22	27	54		
27	371	Habitually dealing in slaves	...	2	...	1	1	...	...	...	2	1	3		
28	353, 354, 356, 357.	Criminal force to public servant or woman, or in attempt to commit theft or wrongfully confine	487	636	15	450	107	2	261	23	867	378	1,268		
29	304A, 338	Rash or negligent act causing death or grievous hurt	17	25	...	23	1	16	6	...	25	4	35		
		Total	5,339	3,940	127	3,135	383	12	1,654	447	4,991	1,512	6,966		
		CLASS III.— <i>Serious Offences against Person and Property, or against Property only.</i>													
30	395, 397, 398	Dacoity	317	338	23	346	11	87	114	4	1,300	155	1,582		
31	399, 402	Preparation and assembly for dacoity	10	8	...	8	...	1	...	...	9	...	9		
32	394, 397, 398	Robbery { by poisonous or stupefying drugs, with hurt	20	10	3	11	2	1	3	...	30	3	36		
		{ by other means,	29	28	2	27	2	1	5	...	29	5	34		
33	392, 393	Robbery... { in dwelling house, on the high-way between sunset and sunrise	54	49	2	43	7	1	15	1	56	15	72		
		{ other robberies.	229	237	1	181	33	1	47	23	219	104	352		
34	270, 281, 282, 430 to 433, 435 to 440.	Serious mischief and cognate offences	609	611	15	478	77	1	211	51	622	304	977		
35	454, 455, 457 to 460.	Lurking house trespass, or house-breaking with intent to commit an offence, or having made preparation for hurt	12,048	13,665	245	10,613	96	83	1,065	75	2,748	170	2,995		

POLICE.—(Continued.)

by the Police exclusive of cases in Calcutta.

PERSONS.										PROPERTY.						
Died, escaped, or transferred before trial, or failing to appear on process.	Released by Magistrate without trial.	Number actually put on trial.	Acquitted or discharged after trial.		Finally convicted (including persons ordered to give security for good conduct.)		Otherwise disposed of, e.g., died, transferred, &c., after commencement of trial.	Number pending at end of year.				Number of cases in which property was stolen.	Number of cases in which property was recovered.	Amount of property stolen.	Amount of property recovered.	
			By Magistrate.	By Sessions or High Court.	By Magistrate.	By Sessions or High Court.		Before being put on trial.		Under trial before Magistrate.	Committed to Sessions.					
								In custody of Police.	On bail.							
13	14	15	16	17	18	18	19	20	21	22	23	24	25	26	27	
2	...	27	10	4	2	11	...	...	1	...	...	4	2	132	34	
9	1	81	23	22	26	9	2	...	...	6	4	...	...	...	...	
103	61	849	294	29	473	14	5	1	...	74	2	...	...	...	...	
14	55	374	180	90	7	80	1	...	...	28	12	4	3	216	77	
40	69	297	191	18	81	...	...	...	7	19	...	...	...	...	...	
...	3	50	32	9	...	8	...	1	...	1	...	...	...	...	...	
...	...	3	3	...	...	...	...	...	...	...	...	...	...	...	...	
52	56	1,157	493	91	553	4	6	...	15	48	...	6	3	120	23	
...	2	30	0	3	14	6	...	...	2	1	1	...	...	...	...	
304	485	6,049	2,200	677	1,940	941	44	14	31	390	223	30	22	4,147	604	
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
59	...	1,237	836	318	...	407	3	5	...	154	129	317	169	1,17,976	11,434	
...	1	8	2	1	...	1	...	...	...	4	...	...	...	...	...	
...	...	2	...	...	...	2	...	...	...	...	...	1	1	6	1	
...	...	36	23	5	...	4	2	...	...	...	...	6	2	975	183	
...	5	24	18	...	6	...	...	...	...	4	...	22	7	867	133	
4	17	65	31	1	19	4	...	...	...	...	...	36	9	1,321	632	
15	83	254	170	10	55	11	1	...	...	8	12	207	65	7,867	2,228	
51	103	845	404	46	323	29	1	1	1	40	5	1	1	...	...	
35	315	2,547	859	47	1,535	59	19	7	21	123	1	8,330	1,603	3,48,217	66,224	

D.—

7.—Return of criminal cases cognisable

Serial number.	LAW UNDER WHICH PUNISHABLES.	DESCRIPTION OF CRIME.	CASES.							Pending at end of last year.	Received by transfer.	Number arrested with- in the year.		Total.
			Total of column 4 for the year 1870.	Reported to have occurred during the year and received by transfer, excluding cases transferred to other districts	Reported to have occurred in previous years, and brought under inquiry during the year.	Investigated.			Number of cases in columns 6 to 8 in which conviction was obtained.					
						By Police <i>suo moto</i> .	By order of the Magistrate on com- plaint, or under section 68 of Cri- minal Procedure Code in which no previous information was given to the Police.	By order of the Magistrate after the Police has refused to inquire.						
1	2	3	4	5	6	7	8	9	10	10a	11	12	12a	
36	449 to 452	...	164	324	3	273	18	...	112	5	...	303	112	420
37	412, 413	...	20	24	...	21	.....	...	6	1	...	86	6	93
		House-trespass with a view to commit an offence, or having made preparation for hurt												
		Receiving stolen property by dacoity or habitually												
		Total	13,400	15,296	294	12,003	246	87	1,558	273	12	5,413	874	6,573
		CLASS IV.—Minor Offences against the Person.												
38	334	...	33	111	2	36	6	1	38	5	...	37	91	133
39	341 to 344	...	1,917	3,080	126	1,247	615	13	579	184	5	1,987	2,204	4,360
40	336, 337	...	10	27	1	18	4	...	16	...	...	46	5	61
41	374	...	8	17	1	5	3	...	2	2	...	8	11	21
		Hurt on grave or sudden pro- vocation												
		Wrongful restraint and con- finement												
		Rash act causing hurt or en- dangering life												
		Compulsory labour												
		Total	1,908	3,235	130	1,306	628	14	635	191	5	2,038	2,311	4,563
		CLASS V.—Minor Offences against Property.												
42	453, 456	...	4,866	7,600	23	2,365	14	31	285	5	...	575	54	634
43	379 to 382	...	1,485	1,613	34	1,467	89	1	753	51	37	1,724	197	2,009
44	406 to 408	...	17,371	19,414	643	14,677	1,783	87	5,866	697	29	12,501	5,269	18,496
45	411, 414	...	847	1,608	34	445	417	5	237	50	7	434	874	1,365
46	447, 448	...	2,112	2,102	68	2,051	77	1	1,501	123	10	3,571	193	3,897
47	461, 462	...	2,922	4,492	137	1,509	1,019	18	1,038	196	7	2,465	3,775	6,443
		Lurking house-trespass or house-breaking												
		Theft ... of cattle												
		... ordinary												
		Criminal breach of trust												
		Receiving stolen property												
		Criminal or house-trespass												
		Breaking closed receptacle												
		Total	29,512	36,826	987	22,547	3,402	143	9,639	1,122	90	21,272	10,365	32,840

POLICE.—(Continued.)
by the Police exclusive of cases in Calcutta.

PERSONS.													PROPERTY.				
Died, escaped, or transferred before trial, or failing to appear on process.	Released by Magistrate without trial.	Number actually put on trial.	Acquitted or discharged after trial.		Finally convicted (including persons ordered to give security for good conduct).		Otherwise disposed of: <i>et c.</i> died, transferred, &c. after commencement of trial.	Number pending at end of year.				Number of cases in which property was stolen.	Number of cases in which property was recovered.	Amount of property stolen.	Amount of property recovered.		
			By Magistrate.	By Sessions or High Court.	By Magistrate.	By Sessions or High Court.		Before being put on trial.		Under trial before Magistrate.	Committed to Sessions.						
								In custody of Police.	On bail.								
13	14	15	16	17	a	18	b	19	20	21	22	23	24	25	26	27	
6	30	367	136	20	208	1	...	...	...	...	24	...	49	25	1,696	272	
...	...	83	25	23	2	34	...	...	...	...	12	9	15	13	1,871	891	
170	554	5,468	2,004	471	2,150	552	26	13	22	360	756	8,984	1,835	4,90,786	81,498		
3	7	124	6	...	118	1	...	...	...	...	1	...	...	...	...	...	
871	563	3,711	2,195	34	1,302	5	13	...	17	187	...	1	1	60	60		
...	4	47	9	...	88	...	...	...	...	...	...	...	...	...	...	...	
1	3	18	13	...	5	...	...	...	...	...	...	...	...	...	...	...	
875	577	3,900	2,223	34	1,463	6	13	...	17	188	...	1	1	60	60		
34	30	577	222	22	553	7	...	2	...	12	...	60	38	2,008	479		
62	168	1,785	688	14	1,053	2	9	2	3	54	...	1,480	1,092	35,549	26,495		
1,791	1,900	16,043	7,305	191	8,058	31	23	33	47	810	1	15,700	6,823	4,01,067	1,51,765		
368	112	1,160	817	20	303	7	5	1	2	50	4	599	188	45,516	17,733		
38	143	3,671	1,095	94	2,413	33	5	2	1	98	...	1,846	1,714	77,154	48,834		
980	978	5,288	635	86	2,322	...	12	4	21	235	...	49	36	450	276		
...	...	6	1	...	4	...	...	...	...	...	...	1	...	536	...		
3,271	3,331	28,538	10,813	427	14,706	80	50	44	77	1,259	5	19,735	9,891	5,62,370	2,45,582		

D.—

7.—Return of criminal cases cognizable

Serial number.	LAW UNDER WHICH PUNISHABLE.	DESCRIPTION OF CRIME.	CASES.							Pending at end of last year.	Received by transfer.	Number arrested within the year.		Total.
			Total of column 4 for the year 1870.	Reported to have occurred during the year and received by transfer, excluding cases transferred to other districts.	Reported to have occurred in previous years, and brought under inquiry during the year.	Investigated.		Number of cases in columns 6 to 8 in which conviction was obtained.						
						By Police <i>suo motu</i> .	By order of Magistrate on complaint, or under section 68 of Criminal Procedure Code, in which no previous information was given to the Police.		By order of the Magistrate after the Police has refused to inquire.					
												By Police.	By order of Magistrate.	
1	2	3	4	5	6	7	8	9	10	10a	11	12	12a	
		CLASS VI.—Other Offences not specified above.												
48	311, 400, 401 ...	Belonging to gangs of thugs, dacoits, robbers, and thieves	153	7	...	7	.....	...	...	...	...	40	...	40
49	Chapter XIX, C. P. C.	Vagrancy and bad character	918	1,706	35	1,092	471	17	895	63	1	1,219	505	1,788
50	295 to 297 ...	Offences against religion ...	18	36	...	16	13	...	12	...	...	26	39	65
51	Cognizable offences under the Act in force in the province.	Cognizable offences under the Gambling Act...	46	67	...	56	9	1	47	1	...	203	74	278
52		Excise Laws ...	979	1,332	10	1,111	12	...	939	24	2	1,589	406	2,021
53		Railway Laws ...	440	450	1	394	11	...	385	2	1	471	41	515
54		Salt and Customs Laws	985	1,126	6	1,061	18	...	1,013	6	...	1,633	117	1,758
55		Stage Carriage Act ...	21	5	...	5	.....	...	13	...	...	4	2	6
56		Stamp Act ...	5	11	1	2	1	...	6	...	3	...	10	17
57	269, 270, 277, 279, 280, 281, 282, 283, 285 to 287, 289, 291 to 294, section 34 of Act V of 1861, and any other Municipal or local laws.	Public and local nuisances ...	4,773	5,784	12	5,512	96	...	5,121	22	...	6,552	337	6,911
		Total ...	8,333	10,521	65	9,256	747	18	8,431	121	4	11,741	1,531	13,397
58	Other special and local laws cognizable by Police ...		660	410	...	268	93	2	294	10	...	363	237	610
		Grand Total ...	59,344	73,517	1,030	50,481	5,997	300	23,673	2,677	132	53,443	19,795	76,047

POLICE.—(Continued.)

by the Police exclusive of cases in Calcutta.

PERSONS.												PROPERTY.				
Died, escaped, or transferred before trial, or failing to appear on process.	Released by Magistrate without trial.	Number actually put on trial.	Acquitted or discharged after trial.		Finally convicted (including persons ordered to give security for good conduct.)		Otherwise disposed of: a. a. died, transferred, &c., after commencement of trial.	Number pending at end of year.				Number of cases in which property was stolen.	Number of cases in which property was recovered.	Amount of property stolen.	Amount of property recovered.	
			By Magistrate.	By Sessions of High Court.	By Magistrate.	By Sessions or High Courts.		Before being put on trial.		Under trial before Magistrate.	Committed to Sessions.					
								In custody of Police.	On bail.							
13	14	15	16	17	a 18	b	19	20	21	22	23	24	25	26	27	
1	2	15	3	12	.....	...	...	...	...	18	4	.....	.....	.....	.....	.....
48	76	1,658	626	22	981	6	9	1	55	...	1	.....	.....	.....	.....	.....
...	3	61	25	...	36	...	...	...	...	1	...	.....	.....	.....	.....	.....
...	7	271	50	...	221	...	...	...	...	...	...	.....	.....	.....	.....	.....
6	39	1,944	459	6	1,470	...	...	2	...	39	...	.....	1	1	2,671	2,671
2	3	506	44	1	438	...	1	...	...	6	...	.....	.....	.....	.....	.....
1	18	1,733	158	1	1,571	...	...	...	...	8	...	.....	.....	.....	.....	.....
...	...	6	3	...	3	...	...	...	...	...	...	.....	.....	.....	.....	.....
1	...	17	8	...	9	...	...	...	...	...	...	.....	.....	.....	.....	.....
20	72	6,811	597	198	6,010	...	2	2	3	14	...	.....	.....	.....	.....	.....
79	220	13,022	1,993	240	10,739	6	12	4	4	141	4	2	1	2,671	2,671	
3	4	599	115	...	454	...	...	...	...	6	...	.....	.....	.....	.....	.....
5,505	5,848	67,231	22,710	2,159	37,041	1,716	170	87	268	3,101	423	28,769	11,803	10,50,217	3,30,426	

T. J. CHICHELE FLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

8.—Return of criminal cases not cognizable

Serial number.	LAW UNDER WHICH PUNISH- ABLE.	DESCRIPTION OF CRIME.	Average of previous 2 years.	CASES.	
				Instituted during the year.	Taken up by Magistrate under section 68, Criminal Procedure Code.
1	2	3	4	5	6
1	115 117 118, 119	Abetment of offence not committed, &c. ... Abetting commission of offence by public, &c. Concealing design to commit offence ...	..... ..... .....	..... ..... .....	..... ..... .....
		Total ...	.....	.....	.....
	CLASS I.—Offences against the State, Public Tranquillity, &c., &c.				
2	121 to 130, 505... ..	Offences against the state ... ..	.....	5	.....
3	137	Harbouring deserters by master of ship ...	.....	.....	.....
4	172 to 190, 201 to 204, 213 to 215, 227, 238	Offences against public justice	4,554	5,810	454
5	161 to 169, 217 to 223	Offences by public servants	409	484	38
6	193 to 200, 205 to 211, 229, 421 to 424	False evidence, false complaints, and claims Forgery or fraudulently using forged docu- ments	1,841	1,546	156
7	465 to 477	Offences relating to weighing and measuring Making or using false trade-marks	150 203	141 110	12 12
8	264 to 267	Rioting, unlawful assembly, affray ... ..	.....	.....	.....
9	482 to 489 ... ..	.....	331	246	21
10	149, 154 to 156, 160	Total ...	6,078	6,342	693
	CLASS II.—Serious Offences against the Person.				
11	312 to 316	Causing miscarriage	248	153	10
12	370	Buying or disposing of slaves	8	6	.....
		Total ...	256	159	10
	CLASS III.—Serious Offences against Property.				
13	384 to 389	Extortion	972	1,265	3
	CLASS IV.—Minor Offences against the Person.				
14	323	Hurt	4,125	4,274	10
15	345	Wrongful confinement	234	11	.....
16	352, 355, 358	Criminal force	32,055	37,287	25
		Total ...	86,414	41,572	35

POLICE.—(Continued.)

by the Police exclusive of cases in Calcutta.

Total of columns 5 and 6. No. of cases in which process issued.		PERSONS.									No. of cases in column 7 in which the police were employed to make inquiry.
		BEFORE TRIAL.			AFTER TRIAL.				Waiting trial by close of year.		
		No. of persons against whom process issued.	Actually appearing before the court, including pending from last year.	Discharged after appearance.	Acquitted.		Convicted.				
					By Magistrate.	By High or Sessions Court.	By Magistrate.	By High or Sessions Court.			
7	8	9	10	11	12	13	14	15	16	17	
.....											
.....											
.....											
5	5	13	13	4	.....	6	1	2	.....	3	
4,264	4,087	8,211	8,106	496	1,661	56	5,501	18	369	339	
522	473	741	695	92	210	26	328	5	29	87	
1,702	1,636	2,187	2,237	311	670	192	570	273	205	181	
153	149	271	279	38	100	64	8	49	24	18	
122	119	262	281	36	44	1	200	.....	.....	47	
267	249	860	929	35	153	2	721	2	19	68	
7,035	6,718	12,545	12,540	1,013	2,838	641	7,329	349	646	743	
.....											
163	101	139	178	41	75	16	8	23	20	139	
6	5	7	10	3	2	5	.....	.....	.....	2	
169	106	146	188	44	77	21	8	23	20	141	
.....											
1,268	1,100	1,925	1,361	311	673	30	319	1	53	145	
.....											
4,284	3,950	6,206	4,516	833	1,185	20	2,308	42	124	334	
11	11	25	26	12	9	.....	5	.....	.....	2	
37,312	33,501	51,007	30,035	9,066	8,770	8	11,640	.....	528	1,044	
41,607	37,462	57,338	34,577	9,011	9,064	28	13,953	42	652	1,480	

D.—

8.—Return of criminal cases not cognizable

Serial number.	LAW UNDER WHICH PUNISH- ABLE.	DESCRIPTION OF CRIME.	Average of previous 2 years.	CASES.	
				Instituted during the year.	Taken up by Magistrate under section 68, Criminal Procedure Code.
1	2	3	4	5	6
CLASS V.—Minor Offences against Property.					
17	417 to 420	Cheating	958	1,052	12
18	403, 404	Criminal misappropriation of property	748	615	12
19	409	Criminal breach of trust by public servants, bankers, &c.	303	269	11
20	426 to 429, 434	Mischief (simple)	3,753	4,191	2
Total ...			5,762	6,427	37
CLASS VI.—Other Offences not specified above.					
21	493 to 498	Offences relating to marriage	1,954	2,368	1
22	298	Offences against religion	74	7	.....
23	490 to 492	Criminal breach of contract of service	63	106	.....
24	506 to 502	Defamation	436	669	.....
25	504, 506 to 510	Intimidation and insult	515	672	6
26	271 to 276, 278, 284, 287, 288, 290	Public and local nuisances	318	401	83
27	294A	Keeping a lottery office, &c. ....	.....	1	.....
28	... ..	Offences under Chapters XVIII, XX, XXI, & XXII, C. P. C., & Chaps. X, XII, XV, XIX, &c.	2,664	3,566	123
Total ...			6,019	7,790	123
Special laws not cognizable by Police, in detail.					
29	....	Railway Laws	45	47	.....
30	....	Neglect of duty of police officers	441	343	22
31	....	Pound Laws	2,929	4,263	1
32	....	Contract Act	144	195	.....
33	....	Bail bond non-fulfilment	29	24	8
34	....	Bail-bond recognizance ditto	1	30	.....
35	....	Hackney Carriage Act	74	80	.....
36	....	Registration Act	14	18	.....
37	....	Income Tax Act	7,362	7,196	39
38	....	Old Chowkidaree Act	37	63	.....
39	....	Municipal Act	4,233	3,999	.....
40	....	Town Tax Act	286	631	4
41	....	Post Office Laws	19	22	.....
42	....	Pleaders and Mooktears' Apt	14	43	.....
43	....	Breach of ferry and tolls	34	32	2
44	....	Breach of jail discipline	19	17	6
45	....	Prostitution without license	102	45	15
46	....	Selling liquor to European soldiers	31	3	.....
47	....	Breach of certificate	75	30	.....
48	....	Other special laws	1,509	1,127	100
Total ...			17,398	18,213	198
Grand Total ...			73,899	81,763	1,189

POLICE.—(Concluded.)

by the exclusive of cases in Calcutta.

Total of columns 5 and 6.		No. of cases in which process issued.	PERSONS.								No. of cases in column 7 in which the police were employed to make inquiry.
			BEFORE TRIAL.			AFTER TRIAL.				Waiting trial by close of year.	
			No. of persons against whom process issued.	Actually appearing before the court, including pending from last year.	Discharged after appearance.	Acquitted.		Convicted.			
						By Magistrate.	By High or Sessions Court.	By Magistrate.	By High or Sessions Court.		
7	8	9	10	11	12	13	14	15	16	17	
1,044	816	1,105	790	218	297	8	217	16	31	115	
627	518	846	758	130	243	11	348	1	20	203	
280	106	307	232	64	79	8	58	7	14	42	
4,493	3,804	6,384	4,530	1,251	1,501	22	1,635	3	120	419	
6,464	5,334	8,642	6,310	1,663	2,120	40	2,258	27	185	779	
2,309	1,808	2,747	1,876	573	924	72	213	24	66	248	
7	7	11	11	2	2	.....	7	.....	.....	.....	
106	103	266	237	44	59	7	132	.....	2	1	
609	489	691	400	121	119	2	126	.....	12	17	
678	547	805	628	120	201	1	292	.....	13	31	
484	447	503	622	39	63	3	510	.....	8	141	
1	1	2	2	.....	2	.....	.....	.....	.....	.....	
3,639	3,194	7,000	5,005	420	944	28	4,148	.....	56	532	
8,003	6,681	12,135	9,380	1,319	2,344	113	5,418	24	157	970	
47	47	53	53	.....	6	.....	45	.....	.....	.....	
365	352	442	446	9	69	3	354	.....	11	41	
4,264	3,711	6,832	3,934	1,257	1,074	3	1,544	.....	54	109	
195	193	204	143	13	6	.....	124	.....	.....	1	
32	31	54	54	1	1	.....	52	.....	.....	2	
30	30	53	53	.....	2	.....	51	.....	.....	.....	
80	80	89	89	1	26	.....	62	.....	.....	.....	
19	19	38	45	5	6	9	20	4	1	.....	
7,235	6,832	7,797	5,441	745	529	2	4,205	.....	.....	14	
68	66	82	84	1	1	.....	82	.....	.....	.....	
3,909	3,009	4,590	4,742	197	1,375	.....	2,918	.....	245	24	
635	635	665	690	1	7	.....	252	.....	.....	.....	
22	22	27	31	5	9	.....	16	1	.....	.....	
43	35	30	44	.....	8	.....	36	.....	.....	.....	
34	32	56	46	3	7	.....	36	.....	.....	1	
23	17	23	30	1	6	.....	20	.....	1	4	
60	60	108	108	5	2	.....	90	.....	2	.....	
3	3	3	3	.....	.....	.....	2	.....	1	.....	
30	29	48	45	1	10	.....	35	.....	.....	2	
1,227	1,175	1,557	1,437	157	196	1	1,079	6	11	35	
18,411	17,368	22,757	17,518	2,402	3,344	18	11,062	11	329	233	
82,957	74,769	115,988	81,894	16,602	21,460	600	40,347	477	2,042	4,441	

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

F.—MARINE.

1.—Statement showing the various Government Ships and Vessels employed in Bengal in the year 1871-72.

Number.	Detail of Vessels.	Number of Officers.	Number of men.	Cost.	REMARKS.
	<i>Sea-going Vessels—</i>			Rs.	
1	S. S. "Undaunted"	6	60	78,116	Has been sent to the Andamans to remain there.
2	S. S. "Celerity"	5	49	44,258	Is fit only for calm weather; is unsafe in any sea.
3	S. S. "Agitator"	5	47	49,420	Was only intended to dredge and is not fit for that. Is going to Suez to be used as a tug in the canal.
4	S. S. "Nemesis"	6	61	*11,822	Employed in British Burmah.
5	Ship "Czarewitch"	5	72	†16,448	Sent to England.
	<i>River-going Vessels—</i>				
6	Steamer "Sir William Peel"	5	49	51,280	
7	" " "Prince Albert"	5	55	55,300	
8	" " "Jaboona"	5	55	48,479	
9	" " "Koladyne"	5	42	44,731	
10	" " "Koel"	5	42	39,281	
11	" " "Teesta"	4	36	37,544	
12	" " "India"	1	22	6,518	Condemned.
13	Flat "Isla"	1	22	7,975	
14	" " "Gogra"	1	22	9,465	
15	" " "Konar"	1	22	12,951	
16	" " "Ganges"	1	25	8,427	
17	" " "Ghazee pore"	1	25	12,979	
	<i>All others craft, boats, &c.—</i>				
18	" Coleroon" Pilot Vessel	3	35	23,011	
19	" Cassandra" ditto	3	35	29,469	
20	" Kedgeroe" ditto	3	35	28,105	
21	" Foam" ditto	3	35	32,676	
22	" Planet" Floating Light Vessel	3	26	24,756	
23	" Mermaid" ditto	3	26	23,731	
24	" Comet" ditto	3	26	31,487	
25	" Meteor" ditto	3	26	26,181	
26	" Star" ditto	3	27	22,700	
27	" Chinsurah" Reserve Pilot Vessel ... ..	.....	.....	2,855	
28	" Grappler" Buoy Vessel	3	35	37,164	
29	" Megna" River Surveying Vessel	5	31	38,046	
30	" Marie" Assistant ditto	2	21	15,408	
31	" Vulcan" Anchor Vessel	1	24	10,603	
32	" Dolphin" Buoy Vessel	1	23	15,372	
33	" Guide" Reserve Pilot Vessel	3	34	33,825	
34	Boats, &c., 16 in number ... ..	.....	232	28,641	
49*					
50	*Hulk "Deva" ... ..	.....	12	2,076	
51	" " "Tubalcain" ... ..	.....	13	2,974	Condemned.
51	Total	104	327	9,61,064	

* This charge incurred in the Dock-yard on account of stores, &c., Rs. 11,822, and pay passed in British Burmah of which no information available here.

† This charge is for April and May 1871, the vessel having been sent to England.

T. J. CHICHELE FLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

F.—MARINE.—(Continued.)

2.—Statement showing number of Officers and Men employed otherwise than in Government Vessels.—(Continued.)

Description of Establishment.	Number of officers.	Number of men.	Cost.	Earnings.
<i>Superintending Establishment—</i>			Ra.	Rs. A. P.
Master Attendant and establishment	4	46	71,496	
Dock-yard establishment	10	109	86,700	
<i>Pilot Establishment—</i>				
Government salaried	9	.....	43,079	
Ditto free	56	.....	3,32,347	*7,75,016 6 0
Licensed	38	.....	1,21,768	
Ditto Leadsmon	10	.....	12,000	†10,916 0 0
<i>Any other Establishments—</i>				
Saugor Light-House	2	5	2,436	
Cowcolly ditto	1	4	975	
Tidal Semaphores, &c.	.....	11	1,238	
Seventh Crew	.....	29	6,970	
Reserve Vessel	1	3	1,278	
Medical Officer, Sandheads	1	.....	4,320	
Total	132	207	6,84,607	7,85,932 6 0

* These are the gross earnings, the real balance in favour of Government, after deducting cost, as in the previous column (which includes the Pilots' share of their earnings), was Rs. 2,77,822-6.

† Leadsmon draw all the earnings they may make; none of such earnings go to Government.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

III.

STATISTICS OF PRODUCTION AND DISTRIBUTION.

A.—FINANCE.

1.—Account of the Gross and Net Revenues of the Provinces of Bengal for the year 1871-72.

Sources of Income.	Gross receipts.	Refunds and draw backs.	CHARGES AGAINST INCOME.			Net receipts.
			Charges of collection including cost of salt and opium and cost of manufacturing re-productive works.	Allowances and assignments payable under treaty and other engagements.	Total.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Land Revenue	3,95,47,223	99,579	30,23,729	25,19,465	55,43,194	3,39,04,450
Forest	1,44,719	169	1,10,221	.....	1,10,221	34,329
Tributes and contribution from Native States ... ..	.....	.....	.....	.....	.....	.....
Excise on spirits and drugs	75,44,187	325	3,04,698	.....	3,04,698	2,39,164
Assessed taxes	30,21,219	79,661	1,80,078	.....	1,80,078	27,61,540
Customs	1,07,38,828	1,01,555	6,44,189	.....	6,44,189	99,93,084
Salt	2,57,81,344	3,26,625	72,521	.....	72,521	2,53,82,198
Opium	6,80,86,996	.....	1,59,23,458	.....	1,59,23,458	5,30,63,538
Stamps	79,27,906	1,20,408	2,93,770	.....	2,93,770	75,13,728
Law and Justice	8,45,703	96,139	.....	.....	.....	7,49,564
Marine	13,82,896	18,115	.....	.....	.....	13,64,781
Interest	2,39,509	.....	.....	.....	.....	2,39,509
Miscellaneous	9,75,833	5,03,070	.....	.....	.....	4,72,763
Provincial receipts, exclusive of the imperial assignment	37,59,750	.....	.....	.....	.....	37,59,750
Receipts of Local Funds not included in provincial receipts	5,36,090	5,36,090	.....	.....	.....	.....
Municipal income of towns, bazaars, &c.	9,93,368	9,93,368	.....	.....	.....	.....
Nizamut Fund	18,24,162	.....	.....	.....	.....	18,24,162
Gross receipts ...	17,42,49,733	28,75,044	2,05,52,064	25,19,465	2,30,72,129	14,83,02,560

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

A.—FINANCE.—(Continued.)

2.—Account of the Expenditure from the Net Income of the Provinces of Bengal for the year 1871-72.

Subject of expenditure.	AMOUNT.		Cause of increase or decrease.
	Last year.	Present year.	
	Rs.	Rs.	
Interest on service funds and other accounts.	98,125	1,53,125	Larger payment of interest on Savings Bank deposits, and a special payment of Rs. 43,000 for interest on purchase money refunded of two estates in Tirhoot.
Civil and Political salaries and establishment.	27,11,033	21,72,391	Transfer to provincial services of charges fixed and contingent for printing and medical services, (fixed Rs. 59,000, contingent Rs. 2,00,000) (fixed Rs. 5,96,000, contingent Rs. 3,32,000.) There is also a slight decrease in expenditure in the departments remaining under imperial.
Civil and Political contingencies.	9,79,871	3,14,320	
Judicial { Courts	70,21,937	70,19,002	Transferred to provincial services.
charges. { Registration	3,12,778	.....	
Prisons	19,72,958	.....	Smaller adjustments for purchase of timber, stores, &c., building and repair of ships and marine pay and allowances, chiefly owing to the charges of the vessels employed in the Lushai expedition having been taken to the Military Department, against which the full adjustments of the Master Attendant's and Dock-yard Department were made, no portion of the cost being recoverable from the Port Fund; also larger payment for coal.
Police charges	52,38,650	.....	
Marine	18,04,191	16,64,985	
Superannuations and retired allowances.	7,31,306	6,86,084	Transferred to provincial services.
Education	21,31,829	.....	Transfer to Minor Department of the payments (Rs. 31,309 in 1870-71) to the Asiatic Society, special payments in 1870-71 for compensation to Rajah of Cooch Behar for loss on provisions supplied during the Bhutan campaign; also for preparation of Lepcha grammar, as well as smaller payments in 1871-72, for special Commission of Inquiry; Compiler of B. G. &c., against which there were census charges, larger payments for municipal taxes, &c.
Miscellaneous	4,37,201	4,04,019	
Provincial services and local funds.	5,32,870	1,42,48,030	First year of the new department of provincial services.
Total Imperial ...	2,39,72,749		
Political Stipend Fund.			
Nizamut Stipend Fund ...	14,45,049	16,39,949	Payment of Rs. 3,43,291 to Nawab Nazim for minority claims; also increase of charges for construction and repair of buildings, against which there were smaller payments on account of stipends and allowances of the Nizamut. Also a sum of Rs. 1,50,000 was advanced to Nawab Nazim in England, and adjusted by debit to this fund in the accounts for 1870-71.
Local Funds.			
Public Works Funds	50,77,016		Transferred to provincial services and local funds in 1871-72.
Police Funds	3,54,428		
Marine Funds	1,50,676		
Education Funds	96,962	.....	
Charitable Funds	59,385		
General Funds	3,63,064		
Total Local Funds ...	6,101,311		
Grand Total ...	3,15,19,109	2,83,01,905	
Surplus ...	.....	12,00,00,655	

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

B.—PUBLIC WORKS.

1.—Statement of Expenditure of Money in the Public Works Department in the Province of Bengal in the year 1871-72.

Class of Works.	TOTAL EXPENDITURE, INCLUDING ESTABLISHMENT.					Cost of Establishment as included in the foregoing columns.
	Capital spent on works yielding income.	Maintenance of works yielding income.	Capital spent on works both remunerative and non-remunerative.	Maintenance of works both remunerative and non-remunerative.	Total.	
IMPERIAL—						
<i>Military and other Services—</i>						
Military ... ..	.....	.....	12,08,142	4,26,893	16,35,035	6,89,635
Civil Buildings ... ..	.....	.....	14,30,442	1,67,935	15,98,377	
Miscellaneous Public Improvements ... ..	.....	.....	3,056	3,368	6,424	
Total ... ..	.....	.....	26,41,640	5,98,196	32,29,836	6,89,635
<i>Irrigation—</i>						
Agricultural, Ordinary	33,053	3,23,643	3,22,084	7,26,538	10,48,622	3,17,960
Ditto, Extraordinary	33,35,699	.....	33,65,043	.....	33,65,043	6,53,326
Total	33,68,152	3,23,643	36,87,127	7,26,538	44,13,665	9,71,286
Total Imperial	33,68,152	3,23,643	63,28,767	13,14,734	76,43,501	16,60,921
PROVINCIAL—						
Civil Buildings ... ..	.....	.....	8,22,277	4,55,762	12,78,039	8,57,783
Communications	32,785	2,18,149	3,73,323	13,62,495	17,36,818	
Miscellaneous Public Improvements ... ..	.....	.....	35,343	5,246	40,589	
Total Provincial	32,785	2,18,149	12,30,943	18,23,503	30,54,446	8,57,783
LOCAL—						
Civil Buildings ... ..	.....	.....	49,506	14,706	64,212	1,96,981
Agricultural ... ..	.....	.....	4,379	234	4,663	
Communications ... ..	.....	.....	1,18,129	8,68,712	9,86,841	
Miscellaneous Public Improvements ... ..	.....	.....	7,456	84,235	41,711	1,96,981
Total Local ... ..	.....	.....	1,79,470	9,17,957	10,97,427	
Total of works	34,00,937	5,41,792	77,39,180	40,56,194	1,17,95,374	27,15,635
RAILWAY—						
State	26,484	73,395	26,484	73,395	99,879	19,957
Guaranteed ... ..	.....	.....	1,03,014	.....	1,03,014	1,01,725
Total Railway	26,484	73,395	1,29,498	73,395	2,02,893	1,21,682
Grand Total	34,27,421	6,15,187	78,68,678	41,29,589	*1,19,98,267	28,37,367

* This amount differs from the total in the Administration Report, as it does not include Rs. 92,239 contributions to Educational and other projects, and Rs. 21,503 Tuccavee outlay on Embankments.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

B.—PUBLIC WORKS.—(Continued.)

2.—Statement showing the Income and Expenditure of Reproductive Works in the Public Works Department in the Province of Bengal in the year 1871-72.

Name of large Works or Class of Minor Works.	Whether received from Native Governments or wholly made by British Government.	Capital expended by British Government in previous years.	RECEIPTS AND EXPENDITURE DURING THE YEAR.					Remarks showing the present condition and prospects of the works.
			Gross income received in cash.	Outlay on account of capital.	Cost of repairs and maintenance.	Interest on capital at 4 per cent.	Net surplus or deficit.	
IRRIGATION—								
Orissa Canal and Irrigation Project—		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Mahanuddy Series ...	By British Govt. wholly.	99,91,981	43,952	7,26,283	2,25,944	4,64,503	6,46,495*	
Brahmines and Byturnee Series ...		36,235	.....	1,69,761	.....	2,437	2,437*	
Total ...		1,00,28,216	43,952	8,96,044	2,25,944	4,66,990	6,48,982*	
Midnapore Canal and Irrigation Project—								
Midnapore Series ...	By British Govt. wholly.	42,76,207	40,601	4,67,504	69,362	2,00,217	2,28,978*	
Tidal Canal Series ...		12,37,299	13,908	95,984	28,337	57,997	72,426*	
Total ...		55,13,506	54,509	5,63,488	97,699	2,58,214	3,01,404*	
Soane Canal and Irrigation Project—								
Eastern Main Canal Series ...	By British Govt.	11,66,484	.....	7,99,147	.....	63,462	63,462*	
Western Main Canal Series ...		13,62,532	.....	11,09,473	.....	79,218	79,218*	
Total ...		25,29,016	.....	19,08,620	.....	1,42,680	1,42,680*	
Total Irrigation—		1,80,70,738	98,461	33,68,152	3,23,643	8,67,884	10,98,068*	
PROVINCIAL—								
Calcutta and Eastern Canals ...	By British Govt.	31,16,491	3,63,343	32,773	1,56,846	1,40,242	66,255	
Nuddea Rivers ...		2,07,358	2,58,552	12	61,303	9,331	1,87,918	
Total Provincial ...		33,23,849	6,21,895	32,785	2,18,149	1,49,573	2,54,173	
Grand Total ...		2,13,94,587	7,20,356	34,00,937	5,41,792	10,17,457	8,38,898*	

NOTE.—Figures marked with asterisk denote deficit, and those not so marked denote surplus.

T. J. CHICHELE PLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

C.—RAILWAYS.

NAME OF RAILWAY.	Miles opened during the year.		PASSENGERS DURING THE YEAR.						Receipts from passengers.	Receipts from merchandise.	Receipts from Railway materials.	Total receipts.	Working expenses.	Net profits.	Number of European staff.	Number of native staff.	£.												
	Total miles open.		1st.	2nd.	Intermediate.	3rd.	Total.																						
	No.	No.																											
East Indian Railway	148½	1,290	33,496	116,622	602,724	4,642,891	5,395,738	78,67,983	1,71,08,400	15,136,251	33,318	1,04,35,473	1,46,37,946	1,648	Unknown	25,776,496													
Main Line	...	...	2,784	5,048	3,273	219,466	236,366	7,26,920	7,60,046	863	15,21,294	11,00,479	4,26,815				3,558,071												
Jabalpore Line	...	223	36,978	50,114	284,468	1,075,077	1,446,637	8,90,362	12,32,626	10,210	24,84,799	14,94,643	9,70,153					2,870,635											
Eastern Bengal Railway	44½	160½	36,978	50,114	284,468	1,075,077	1,446,637	8,90,362	12,32,626	10,210	24,84,799	14,94,643	9,70,153	221	ditto	2,870,635													
Calcutta and South-Eastern (State) Railway	...	28															3,907		332,623	336,535	53,801	20,642	79,398	72,027	7,281	635,006			
Nulhaty and Azimgunge (State) Railway	...	27½																560									955½	3,157½	67,563½	72,226½	30,89,659	1,91,32,830	2,92,76,534	1,32,08,021	1,00,65,753	1	ditto	32,870,192
Total	102½	1,714½	73,808	176,641½	893,922½	6,837,616½	7,481,987½	...	...	26,249	...	...	...	1,882	.....	.....													

T. J. CHICHELE FLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

H.—TRADE.

1.—Statement of duty paid Imports from Foreign and British Indian Ports and free imports from Foreign Ports into Bengal Ports.

ARTICLES.	1871-72.		1870-71.		Increase and decrease.	
	Quantity.	Value.	Quantity.	Value.	Increase in value.	Decrease in value.
IMPORTS DUTIABLE.						
APPAREL INCLUDING HABER-DASHBRY, MILLINERY, &c. value						
COTTON GOODS—						
Thread {lb. 265,465 1,97,090 200,000 1,40,110 56,980						
Twist {gross 53,956 60,898 37,417 36,959						
... .. {lb. 11,849,536 97,32,625 17,330,228 1,41,27,795						
Piece-goods.						
Grey {yds. 492,970,435 6,04,27,598 564,603,404 6,75,94,249						
... .. {prs. 6,392,729 81,07,648 4,036,128 46,99,623						
... .. {doz. 833 1,374 1,364 831						
White {yds. 87,097,015 1,23,41,835 84,404,850 1,33,84,093						
... .. {prs. 960,537 15,42,327 978,771 14,67,374						
... .. {doz. 760 1,570 1,100 680						
Colored and printed {yds. 41,933,972 58,74,413 51,805,404 89,99,374						
... .. {prs. 101,649 1,40,703 413,145 1,83,120						
... .. {doz. 5 4						
Turkey Red {yds. 130,055 1,58,287 60,494 78,598						
... .. {prs. 25,768,926 61,63,650 32,899,588 42,45,039						
... .. {doz. 239,741 6,15,658 253,816 4,61,131						
American {yds. 2,259 8,551 6,002 8,967						
Other sorts {value 413,427 90,365 86,229 19,958						
Piece-goods of sorts at pcs. 2,498 2,720						
Chittagong {yds. 587 650						
Manufactures of						
FLAX—						
Piece-goods {yds. 256,368 94,291 370,548 1,45,876						
Thread {doz. 24 182 18 240						
Other sorts {lb. 560 9,318 3,297 4,415						
GROCERIES NOT OTHERWISE DESCRIBED {value 1,207 117 1,090						
LIQUORS—						
Ale, Beer, and Porter ... gals. 657,083 14,78,148 652,356 14,65,628						
Spirits 246,977 21,63,921 234,768 20,61,812						
Wines and Liqueurs 246,789 22,62,293 424,487 22,25,722						
All other sorts {value 2,243 3,784						
Metals.						
COPPER—						
Cast owt. 68,894 28,01,696 68,239 36,75,741						
Wrought but not manu- factured 26,620 11,38,355 33,266 14,16,770						
Manufactured 4,801 2,09,479 198 1,88,099						
Manufactures of, with other metals 46,567 16,24,496 32,069 11,96,669						
All other sorts {value 31,101 2,64,586						
Copper of sorts, at Cuttack. owt. 53 1,230 80 3,200						
IRON—						
Cast owt. 25,207 50,463 5,300 10,690						
Wrought but not manu- factured 379,864 19,68,952 382,927 18,78,551						
Manufactured 11,393 1,34,516 1,36,019						
Other sorts (except anchors, cables, and kentledges, which are free) {pcs. 4						
... .. {nos. 17						
... .. {value 15,32,163 14,09,617 1,22,546						

H.—TRADE.—(Continued.)

1.—Statement of duty paid Imports from Foreign and British Indian Ports and free imports from Foreign Ports into Bengal Ports.

ARTICLES.	1871-72.		1870-71.		Increase and decrease.	
	Quantity.	Value.	Quantity.	Value.	Increase in value.	Decrease in value.
LEAD—		Rs.		Rs.	Rs.	Rs.
Cast cwt.	14,079	1,40,791	7,070	76,657	64,134	4....
Wrought but not manu- factured	903	10,830	715	8,583	2,253	.....
Manufactured	1,675	26,828	4,050	60,794	.....	33,966
Ore	801	7,814	.....	.....	7,814	.....
Other sorts (except thin sheets for tea can- isters, which are free) value	.....	2,232	.....	11,753	.....	9,521
Lead of sorts, at Cuttack ... cwt.	203	266	691	695	.....	428
QUICKSILVER lb.	265,959	2,65,959	90,000	90,000	1,75,959	.....
SPELLER—						
Cast cwt.	80,196	8,82,202	80,866	8,83,873	.....	6,676
Wrought but not manu- factured	3,488	60,889	999	14,963	35,921	.....
Manufactured	31	882	63	3,239	.....	2,407
Spelter of sorts, at Cuttack ...	882	4,206	16	176	4,030	.....
STEEL—						
Cast cwt.	383	8,580	13,818	1,61,766	.....	1,53,186
Other sorts value	.....	2,70,924	.....	1,82,930	87,994	.....
TIN—						
Cast cwt.	15,961	7,18,230	17,611	7,95,300	16	77,020
Wrought but not manu- factured	1	16	.....	.....	16	.....
Manufactured bur.	14,220	1,77,514	7,674	97,943	79,569	.....
MANUFACTURED value	.....	6,083	.....	6,087	.....	12
ALL OTHER SORTS UNENU- MERATED ... ..	.....	4,29,310	.....	4,65,967	.....	36,677
ALL OTHER METALS cwt.	.....	.....	10	90	.....	90
OIL AND FLOOR CLOTH ... value	.....	19,195	.....	22,974	.....	3,779
PIECE-GOODS NOT OTHER- WISE DESCRIBED ... ..	.....	3,842	.....	.....	3,842	.....
PROVISIONS AND OILMAN'S STORES ... ..	.....	11,35,140	.....	11,29,184	5,956	.....
RAILWAY MATERIALS ... ..	.....	21,09,678	.....	71,29,720	.....	50,20,042
SALT cwt.	5,633,332	84,16,772	5,693,435	86,64,132	.....	2,47,360
SILK AND MANUFACTURES OF—						
Raw lb.	13,503	28,635	3,543	6,338	17,277	.....
Thread lb.	53	816	.....	.....	816	.....
Piece-goods yds.	720,251	9,25,474	798,370	9,60,108	.....	34,634
..... nos.	66	830	8	154	676	.....
..... doz.	891	9,067	272	4,837	4,230	.....
Mixed yds.	93,872	89,370	73,633	53,464	30,906	.....
TEA lb.	525,594	5,25,594	173,287	1,73,287	3,52,307	.....
TOBACCO—						
Manufactured lb.	533,433	2,33,764	237,153	1,55,625	1,28,139	.....
..... nos.	6,909,201	2,47,422	8,670,227	2,66,968	.....	19,546
Unmanufactured lb.	13,055	4,672	2,128	894	3,778	.....
Articles, such as pipes, &c., used in the con- sumption of ... value	.....	45,732	.....	31,032	14,700	.....
WOOLLEN GOODS—						
Piece-goods yds.	2,209,513	22,23,269	2,013,671	23,06,996	.....	83,727
..... prs.	21,511	50,227	19,561	59,021	.....	9,394
..... nos.	390	1,765	.....	.....	1,765	.....
..... pcs.	676	5,213	804	3,119	.....	2,906
Braids gross	466,185	1,93,039	618,057	2,41,557	.....	48,518
Other sorts value	.....	2,40,274	.....	6,76,290	.....	4,36,016
ALL OTHER ARTICLES ... ..	.....	92,25,932	.....	93,60,893	.....	74,961

PRISONS.—(Continued.)

in each prison of the Lower Provinces for the year 1871.

Superficial feet within jail walls to each prisoner.	Cubic feet in wards to each prisoner.	Diet scales in each jail according to Jail Code. (For details of each scale of diet see end of this statement.)		Average number in jail during the year.	Sick in hospital.					Released on account of sickness.	Died from all causes.	Total died and released without cure.	Percentage of deaths to average strength.	Percentage to average strength of deaths and releases for sickness taken together.
		Labouring scales.	Non-Labouring scales.		Remaining at end of last year.	Received this year.	Discharged, cured or transferred.	Remaining.	Average number in hospital during the year.					
Nos.	Nos.													
550	1 & 2	1 & E 5	343	5	201	191	8	5 69	3	4	7	1 16	2 04	
243	2 & 3	2	498	14	373	303	11	13 87	12	61	73	12 24	14 06	
415	2	2	288	4	66	64	...	2 96	1	5	6	1 73	2 08	
416	2	2	249	1	259	227	9	7 63	4	20	24	8 03	9 03	
608.	2	2	278	8	46	44	2	3 32	...	8	8	2 87	2 87	
528	1 & 2	1 & 2	263	8	294	287	5	12 53	...	10	10	3 73	3 73	
232	1, 2 & 3	1, 2 & 3	129	1	89	84	...	1 38	...	6	6	4 65	4 65	
...	1	.....	7	...	...	...	...	...	...	...	...	...	...	
...	1	1	26	...	2	2	...	03	...	...	...	...	...	
...	1	1	36	...	38	36	1	1 06	...	1	1	2 77	2 77	
...	1	.....	10	...	9	8	1	48	...	...	...	...	...	
430	1, 2 & 3	1 & 2	253	3	294	289	5	7 27	1	2	3	78	1 18	
135	1	1	90	4	293	292	3	4 61	...	2	2	2 08	2 08	
336	1	1	170	5	155	154	2	4 25	...	4	4	2 35	2 35	
1,168	2	2	310	6	321	310	5	8 03	...	6	6	2 85	2 85	
404	1, 2 & 3	1, 2 & 3	169	8	219	219	4	4 61	...	4	4	2 36	2 36	
533	1 & 3	.....	82	5	131	136	...	2 74	...	...	...	...	...	
490	1, 2 & 3	1	141	...	104	98	...	3 24	1	5	6	3 54	4 25	
409	1, 2, 3 & 4	1, 2, 3 & 4	117	7	258	254	5	7 08	...	6	6	5 12	5 12	
487	1	1	101	1	119	97	1	4 96	4	18	22	17 82	21 78	
365	1, 2 & 3	1 & 2	171	18	389	401	4	9 23	...	2	2	1 17	1 17	
332	1 & 2	1	90	3	127	117	3	4 62	...	10	10	11 11	11 11	
207	1, 2 & 3	1 & 3	162	3	120	120	5	3 20	...	1	1	98	98	
311	1 & 2	1	69	2	152	152	1	2 19	...	1	1	1 47	1 47	
379	1, 2 & 3	.....	39	7	60	63	2	3 62	2	...	2	...	5 26	
485	E 5	E 5	92	2	249	248	1	4 31	...	2	2	2 17	2 17	
317	1, 2, 3 & 4	1, 2, 3 & 4	769	11	1,381	1,355	30	26 83	...	7	7	91	91	
	1 & 2	1 & 2	283	10	423	384	21	15 54	6	22	28	7 77	9 89	
			17,692	555	20,040	20,089	566	660 01	82	718	800	4 05	4 52	
No data.	Same as above	...	1,228	13	1,266	1,226	10	31 23	...	41	41	3 34	3 34	

C.—

2.—Daily dietary of each Prisoner,

FOR NATIVES.	DETAILS OF JAIL CODE DIET SCALES.																			
	Labouring Prisoners.										Non-Labouring Prisoners.									
	Rice.	Dhal.	Wheat flour.	Animal food.	Oil.	Salt.	Vegetables.	Condiments.	Grapes.	Total.	Rice.	Dhal.	Wheat flour.	Animal food.	Oil.	Salt.	Vegetables.	Condiments.	Grapes.	Total.
	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.
<i>Diet scale No. I.</i>																				
For Bengalees, Ooryas, { First day	...	9	3	...	...	...	...	2	...	44½	10	2	...	2	...	...	2	...	...	163½
and Assamees. { Alternate day	...	9	1	...	...	...	...	4	...	14½	10	2	...	...	...	...	2	...	...	163½
<i>Diet scale No. II.</i>																				
For all natives of { First day	...	5	2	4	...	...	...	3	...	14½	6	1	...	2	...	...	2	...	...	164½
Behar. { Alternate day	...	5	3	4	...	...	...	2	...	14½	6	1	5	...	...	...	2	...	...	164½
<i>Diet scale No. III.</i>																				
Coles, Sonthals, the { First day	...	10	...	2	½	...	...	2	½	14½	10	...	2	½	...	...	4	½	...	165½
N. W. Provinces, and { Alternate day	...	9	...	...	...	...	...	5	½	14½	10	...	1	½	...	...	5	½	...	165½
the Punjab.																				
<i>Diet scale No. IV.</i>																				
Mughes and Chinamen. { First day	...	11	...	2	...	...	1	½	...	15½	12	...	2	...	...	...	2	½	...	17
{ Alternate day	...	...	...	...	...	...	...	...	...	...	12	...	1	...	...	...	3	½	...	17

PRISONS.—(Continued.)

distinguishing different kinds of Grain.

FOR EUROPEANS.		DETAILS OF JAIL CODE DIET SCALES.																							
		Labouring Prisoners.												Non-Labouring Prisoners.											
		Gruel 8 lbs. to be made of 1 ch. of soap.												Gruel 8 lbs. to be made of 1 ch. of soap.											
		Bread.	Butter.	Meat.	Soup made of 3 lbs. meat for each prisoner.	Glue or fat.	Vegetable.	Salt.	Condiments.	Sugar.	Pot herbs.	Bread.	Butter.	Meat.	Soup.	Glue or fat.	Vegetables.	Salt.	Condiments.	Sugar.	Pot herbs.				
Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.	Ch.					
Males.	{ Sundays and Wednesdays ... Mondays and Fridays ... Tuesdays, Thursdays, and Saturdays.	16	10	2	8	...	2	2	2	2	2	2	16	8	8	8	8	2	2	2	2				
		16	10	...	8	...	2	2	2	2	2	2	16	8	8	8	8	2	2	2	2				
		16	10	...	7	8	...	2	2	2	2	2	16	8	8	8	12	4	2	2	2				
		16	10	...	7	8	...	2	2	2	2	2	16	8	8	8	12	4	2	2	2				
Females.	{ Sundays and Wednesdays ... Mondays and Fridays ... Tuesdays, Thursdays, and Saturdays.	16	6	2	8	...	2	2	2	2	2	2	8	6	6	6	8	2	2	2	2				
		16	6	2	8	...	2	2	2	2	2	2	8	6	6	6	8	2	2	2	2				
		16	6	2	7	4	...	2	2	2	2	2	8	6	6	12	4	2	2	2	2				
		16	6	2	7	4	...	2	2	2	2	2	8	6	6	12	4	2	2	2	2				

* Uncooked with bone. † Cooked without bone. ‡ Pepper.

T. J. CHICHELE FLOWDEN,
Offg. Under-Secy. to the Govt. of Bengal.

C.—

3.—Statement showing the Employment and Earnings of Working Prisoners

CLASS OF JAILS.	AVERAGE NUMBER OF PRISONERS LIABLE TO LABOUR DURING																		
	EMPLOYED.				INTRAMURAL MANUFACTURES, &c.														
	On jail service.	In jail gardens.	On jail buildings.	On labour outside jail.	Gunny weaving, jute spinning, bags sowing, and jute-spinning mill.	Cloth weaving and thread spinning.	Printing.	Bamboo and cane work.	Bricks and soorkee pounding, slate breaking and dhann husking.	Oil pressing.	Twine making.	Flour grinding and dhall husking.	Blanket weaving and carpet making.	Carpentry.	Bookbinding and paper making.	Iron work.	Cultivation, dairy, and farming.	Tailoring.	
Central Jails	1,106	170	485	1,474	975	80	412	4	23	27	...	28	6	14	56	17	15	5	
District *	2,887	1,677	759	1,201	708	638	...	356	580	320	345	275	364	134	151	55	51	25	
Lock-ups	No data.			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Total	4,053	1,247	944	2,675	1,683	718	412	300	603	347	345	303	370	148	207	72	66	30	

The averages of prisoners employed on manufactures



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